HT
177
.R56
R52
1968
Vol.2
IGSL

RICHMOND
CALIFORNIA

VOL. II

COMPREHENSIVE PROGRAM SUBMISSION DEC. 1968
MODEL CITIES PROGRAM

VITZ

RICHMOND, CALIFORNIA
COMPREHENSIVE PROGRAM SUBMISSION
December, 1968
MODEL CITIES PROGRAM

TABLE OF CONTENTS*

VOLUME I

FRONTISPIECE: Maps Showing Richmond's Place in the Bay Area
ACKNOWLEDGMENTS

CHAPTER 1: Preparation of Richmond's Model Cities Comprehensive Program

CHAPTER 2: The Model Neighborhood Area--The Land, The People and the Problems

CHAPTER 3: Land Use, Traffic and Physical Improvements

CHAPTER 4: Housing

CHAPTER 5: Relocation

CHAPTER 6: Education

CHAPTER 7: Health

INSTITUTE OF GOVERNMENTAL STUDIES LIBRARY
109 PHILOSOPHY HALL
UNIVERSITY OF CALIFORNIA
BERKELEY, CA 94720

VOLUME II

CHAPTER 8: Social Services

CHAPTER 9: Employment

CHAPTER 10: Crime and Delinquency Reduction

CHAPTER 11: Public Facilities

CHAPTER 12: Problems of Youth and Elderly

CHAPTER 13: Strategies, Priorities and Linkages

(1) All Maps, Tables and Charts are Included in the Text of the Appropriate Chapter.

(2) Any Appendixes are at the End of the Appropriate Chapter with one Exception:
"Final Report on Park and Open Spaces, Urban Beautification, Water Front Resource, Traffic Analysis; by The Center for Environmental Design, Planning and Development". This Report is an Appendix to Chapter 11 and is Under Separate Cover.

*The Total Table of Contents is Shown in Volume I and II

Digitized by the Internet Archive
in 2026 with funding from
State of California and California State Library

https://archive.org/details/C101731882

SOCIAL SERVICES PROGRAM

PAGE

8.1 Existing Conditions 8.1-1

A. EXISTING PUBLIC SOCIAL SERVICES 8.1-1

1. Public Assistance Division 8.1-2

TABLE 8-1 AMOUNT OF GRANTS follows page 8.1-9

2. Division of Children's Services (Child Welfare) 8.1-10

3. Contra Costa Social Service Department: Expenditures, Caseloads, Staff 8.1-12

B. PUBLIC ASSISTANCE CASES IN THE MODEL NEIGHBORHOOD AREA 8.1-13

TABLE 8-2 ESTIMATED NUMBER OF PUBLIC ASSISTANCE CASES IN THE MODEL NEIGHBORHOOD AREA follows page 8.1-14

TABLE 8-3 ESTIMATED NUMBER OF CHILDREN RECEIVING WELFARE IN THE MODEL NEIGHBORHOOD AREA follows page 8.1-14

C. SPECIAL PROGRAMS RELATING TO PUBLIC ASSISTANCE AND SOCIAL SERVICES 8.1-15

D. PROBLEMS RELATED TO SOCIAL SERVICES 8.1-18

E. OTHER SOCIAL SERVICES 8.1-21

8.2 Goals and Program Approaches 8.2-1

A. INTRODUCTION: GOALS 8.2-1

B. GOAL 1: TO PROVIDE A STANDARD OF LIVING FOR MODEL NEIGHBORHOOD AREA RESIDENTS WHICH INSURES HEALTH AND DECENCY 8.2-1

1. Increase Public Assistance Grants Across the Board 8.2-2

2. Liberalize Income Exemptions 8.2-5

3. Provide Free or Liberalized Food Supplement Programs and Provide Other Free or Cut-Rate Goods and Services to Supplement Income 8.2-7

8.2 Goals and Program Approaches

PAGE

4. Coordinate with Employment Programs and Vocational Rehabilitation Programs to Place Emphasis on Job Development, Vocational Training and Education Programs for the Welfare Recipient 8.2-9

5. Hire Social Service Personnel from the Model Neighborhood Area Whenever Possible 8.2-10

6. Study and Develop Guaranteed Income Maintenance Proposal, Designed to Change the Welfare System 8.2-11

C. GOAL 2: TO INSURE DIGNITY AND JUSTICE THROUGH CITIZEN PARTICIPATION AND SELF-DETERMINATION 8.2-11

1. Determine Public Assistance Eligibility by Self-Administered Affidavits 8.2-11

2. Separate Case Work from Financial Assistance and Provide Specialized Counseling Services Only by Persons with Competence in These Areas 8.2-12

3. Demonstration of Social Services Unit Staffed by Model Neighborhood Residents and Emphasis on Hiring Model Neighborbood Residents to Fill Existing County Positions 8.2-14

4. Establish a Model Neighborhood Citizen Advocate Project Controlled and Staffed by Model Neighborhood Residents 8.2-14

5. Transfer of Dependent and Neglected Children From Probation to the Social Services Children's Division 8.2-16

D. GOAL 3: TO EXTEND OR ADD NEEDED SERVICES IN MODEL NEIGHBORHOOD AREA 8.2-16

1. Expand Child Care Facilities in the Model Neighborhood Area (See Child Care Proposal in Section 8.4 of This Chapter 8.2-16

2. Locate Social Services Offices in the Model Neighborhood Area 8.2-16

3. Establish Free Family Counseling Services 8.2-17

4. Develop Life-Enriching Programs for all Model Neighborhood Area Residents in Such Areas as Minority History, Home Economics, Consumer Education, Arts, Crafts and Music 8.2-17

8.2 Goals and Program Approaches (con't)

PAGE

5. Develop a Communications and Information Center 8.2-18

8.3 Priorities and Strategy 8.3-1

A. INTRODUCTION 8.3-1

B. RESTRUCTURING OF PUBLIC ASSISTANCE SERVICES TO MODEL NEIGHBORHOOD AREA 8.3-1

C. DEMONSTRATION SOCIAL SERVICES UNIT STAFFED BY MODEL NEIGHBORHOOD RESIDENTS 8.3-2

D. INCREASE WELFARE GRANTS 8.3-2

E. STUDY OF THE INCOME MAINTENANCE PLAN 8.3-3

F. ESTABLISHMENT OF CITIZENS' ADVOCATE UNIT, INFORMATION CENTER AND FAMILY COUNSELING SERVICES 8.3-3

8.4 Child Care 8.4-1

A. INTRODUCTION 8.4-1

B. NEED FOR CHILD CARE 8.4-1

1. National Survey of Working Mothers and Need For Child Care Services 8.4-1

2. Local Survey of ABE (Adult Basic Education) Recipients 8.4-2

3. Trends Towards Training AFDC Mothers for Employment 8.4-2

4. Existing Facilities For Child Care 8.4-3

5. Inadequacy of Existing Child Care Services 8.4-4

C. GOALS AND PROGRAM APPROACHES 8.4-5

1. Drop-In Centers 8.4-6

2. Mini-Day Care Centers 8.4-7

3. Subsidized Day Care Homes 8.4-7

4. Block Mothers 8.4-8

5. Cooperative Nursery Schools 8.4-8

6. Summary 8.4-10

8.4 Child Care

PAGE

D. PRIORITIES AND STRATEGY 8.4-11

APPENDIX MATERIAL Appendix 8.1

8-1: Request for Consultant Services for Development of Income Maintenance Plans Appendix 8.1

8-2: Memorandum on Income Maintenance Study from Social Psychiatry Research Associates Appendix 8.2

8-3: Youth Services Bureau Proposal Appendix 8.3

SOCIAL SERVICES PROGRAM

8.1 Existing Conditions

A. EXISTING PUBLIC SOCIAL SERVICES

  1. Public Assistance Division

    TABLE 8-1 AMOUNT OF GRANTS

  2. Division of Children's Services (Child Welfare)

  3. Contra Costa Social Service Department: Expenditures, Caseloads, Staff

B. PUBLIC ASSISTANCE CASES IN THE MODEL NEIGHBORHOOD AREA

    TABLE 8-2 ESTIMATED NUMBER OF PUBLIC ASSISTANCE CASES IN THE MODEL NEIGHBORHOOD AREA

    TABLE 8-3 ESTIMATED NUMBER OF CHILDREN RECEIVING WELFARE IN THE MODEL NEIGHBORHOOD AREA

C. SPECIAL PROGRAMS RELATING TO PUBLIC ASSISTANCE AND SOCIAL SERVICES

D. PROBLEMS RELATED TO SOCIAL SERVICES

E. OTHER SOCIAL SERVICES

8.2 Goals and Program Approaches

A. INTRODUCTION: GOALS

B. GOAL 1: TO PROVIDE A STANDARD OF LIVING FOR MODEL NEIGHBORHOOD AREA RESIDENTS WHICH INSURES HEALTH AND DECENCY

  1. Increase Public Assistance Grants Across the Board

  2. Liberalize Income Exemptions

  3. Provide Free or Liberalized Food Supplement Programs and Provide Other Free or Cut-Rate Goods and Services to Supplement Income

4. Coordinate with Employment Programs and Vocational Rehabilitation Programs to Place Emphasis on Job Development, Vocational Training and Education Programs for the Welfare Recipient
5. Hire Social Service Personnel from the Model Neighborhood Area Whenever Possible
6. Study and Develop Guaranteed Income Maintenance Proposal, Designed to Change the Welfare System

C. GOAL 2: TO INSURE DIGNITY AND JUSTICE THROUGH CITIZEN PARTICIPATION AND SELF-DETERMINATION

1. Determine Public Assistance Eligibility by Self-Administered Affidavits
2. Separate Case Work from Financial Assistance and Provide Specialized Counseling Services Only by Persons with Competence in These Areas
3. Demonstration of Social Services Unit Staffed by Model Neighborhood Residents and Emphasis on Hiring Model Neighborhood Residents to Fill Existing County Positions
4. Establish a Model Neighborhood Citizen Advocate Project Controlled and Staffed by Model Neighborhood Residents
5. Transfer of Dependent and Neglected Children From Probation to the Social Services Children's Division

D. GOAL 3: TO EXTEND OR ADD NEEDED SERVICES IN MODEL NEIGHBORHOOD AREA

1. Expand Child Care Facilities in the Model Neighborhood Area (See Child Care Proposal in Section 8.4 of This Chapter
2. Locate Social Services Offices in the Model Neighborhood Area
3. Establish Free Family Counseling Services
4. Develop Life-Enriching Programs for all Model Neighborhood Area Residents in Such Areas as Minority History, Home Economics, Consumer Education, Arts, Crafts and Music

8.2 Goals and Program Approaches

5. Develop a Communications and Information Center

8.3 Priorities and Strategy

A. INTRODUCTION

B. RESTRUCTURING OF PUBLIC ASSISTANCE SERVICES TO MODEL NEIGHBORHOOD AREA

C. DEMONSTRATION SOCIAL SERVICES UNIT STAFFED BY MODEL NEIGHBORHOOD RESIDENTS

D. INCREASE WELFARE GRANTS

E. STUDY OF THE INCOME MAINTENANCE PLAN

F. ESTABLISHMENT OF CITIZENS' ADVOCATE UNIT, INFORMATION CENTER AND FAMILY COUNSELING SERVICES

8.4 Child Care

A. INTRODUCTION

B. NEED FOR CHILD CARE

1. National Survey of Working Mothers and Need For Child Care Services

2. Local Survey of ABE (Adult Basic Education) Recipients

3. Trends Towards Training AFDC Mothers for Employment

4. Existing Facilities For Child Care

5. Inadequacy of Existing Child Care Services

C. GOALS AND PROGRAM APPROACHES

1. Drop-In Centers

2. Mini-Day Care Centers

3. Subsidized Day Care Homes

4. Block Mothers

5. Cooperative Nursery Schools

6. Summary

*.$
8.4 Child Care

D. PRIORITIES AND STRATEGY

APPENDIX MATERIAL

8-1: Request for Consultant Services for Development of Income Maintenance Plans

8-2: Memorandum on Income Maintenance Study from Social Psychiatry Research Associates

8-3: Youth Services Bureau Proposal

SOCIAL SERVICES PROGRAM

8.1: EXISTING CONDITIONS

The Model Cities Committee on Social Services has identified many social needs in the Model Neighborhood Area which are not being met by any public or private agency. The Committee has studied the publich welfare agency which has the major responsibility for meeting human needs and has found innumerable problems and shortcomings in the present system. The Committee is convinced that nothing short of radical and comprehensive changes in the welfare system are essential if poverty is to be eradicated and dignity preserved. Our own evaluations are consistent with the growing national criticism of the failure of the present welfare system. In the wealthiest nation the world has ever known, the degree of inhumane treatment of a large segment of people is an intolerable and disgraceful paradox.

A. EXISTING PUBLIC SOCIAL SERVICES

The welfare programs are the subject of much discussion and many myths. A clear understanding of the intricacies and inadequacies of the public assistance program is the first step in understanding the problem. These facts are intended to make more vivid the plight of those who must depend on the welfare services and to throw light on why the people identify and rank social service problems in particular ways.

The Contra Costa County Social Service Department carries local responsibility for the administration of Federal, State, and County public welfare and assistance programs, and for certain aspects of the Medical program. As a subsidiary function, this department is expected to assume responsibility for local participation, assistance and/or cooperation in State and Federal demonstration or experimental projects, surveys, and pilot programs aimed at finding solutions to the problems of poor people. This cooperation extends also to other agencies, such as health, education, probation, etc., which offer similar services. There are two main program divisions: Public Assistance and Children's Service (child welfare).

1. Public Assistance Division

The Public Assistance Division is responsible for adminstering various categories of public welfare programs authorized by the Federal Social Security Act. These programs are divided into Adult and Family Programs. In addition, the Social Service Department is responsible for the General Assistance program, and entirely county financed and adminstered program for needy persons not eligible for categorized State or Federal aid.

a. Adult Program

There are four separate adult categories of public assistance.

1. Old Age Security (OAS)
2. Aid to the Totally Disabled (ATD)
3. Aid to the Blind (AB)
4. Aid to the Potentially Self-supporting Blind (APSB)

All of the above programs are controlled by specific laws and regulations enacted at Federal, State, and County levels. For example, all programs have certain elibility requirements which are applied to anyone requesting assistance. All public assistance programs have residence requirements ranging from one to five years. These provisions are presently not in effect pending a court decision as to their legality.*

b. Family Program

The goals of family programs of financial assistance and social services for children are: (1) to protect and preserve the family

---

* For a detailed outline of eligibility requirements and amounts of grants in each of the above four adult categories of public assistance, see Appendix 8-4.

unit as the key to sound growth and development of children, (2) to rehabilitate or to provide the opportunity for rehabilitation of the family whenever possible, (3) to make available to children who cannot live in their own homes the kind of care and treatment best suited to their needs, (4) to find permanent family homes for children who have no parents able to assume future responsibility for their care, (5) to protect the welfare of children who require out of home care by developing and enforcing standards that insure adequate care and protection in day nurseries, family foster homes, institutions and other group care facilities, (6) to expand and develop community services which will protect the physical, mental or moral welfare of children, and (7) to investigate, and make reports to proper authorities and services including any care or placement by unlicensed persons or agencies.

c. Aid to Families with Dependent Children

Objectives and Policies: The basic purpose of this program is to provide financial assistance and services necessary for children who lack financial support and care. The law requires that the program shall be so administered as to "keep children in their own homes wherever possible and to provide the best subsitute for their own homes for those children who must be given foster care."
In addition, to this general objective, the law provides that the program shall be administered: To encourage self-respect, self-reliance and desire to be a good citizen and useful to society.
To encourage and inspire parents and children to assist in their own upkeep. With due regard for the preservation of family life, and without taking charge of any child over the objection of either parent except pursuant to proper court order.
1. Eligibility Requirements: A family with a related child under 21 years of age who is in

need because the child has been deprived of parental support or care by reason of death, physical or mental incapacity, continued absence from the home, or unemployment of his parent, is eligible for assistance if he meets the following requirements:

a. Income to child or family is insufficient to meet the minimum standards of adequate care as defined by law and the rules of the State Department of Social Welfare.

b. He and his family do not possess real property, the assessed value of which, less encumbrances, is in excess of $5,000.

c. He and his family do not possess personal property in excess of $600.

A child under 21 years of age who is in need of aid has been placed in foster care because he has been deprived of parental support is also eligible for aid under the same conditions.

3. Eligibility Conditions: The law stresses: (a) locating the absent parent and enforcing responsibility to support the children, (b) helping disabled parents to become restored to self-support, (c) employment of parents able to work, and (d) participation of unemployed parents in work experience in public agencies or training to improve capacity for self-support. Assistance may be halted for any family under these conditions even though eligible in all respects:

a. If the parent having custody of the child refuses to help law officers in finding absent parents.

b. If the parent refuses rehabilitation training when deemed feasible.

c. If a parent refuses to accept employment without good cause

d. If an unemployed parent refuses to accept assignment to a public work project or training necessary for self-support without good cause.

e. Any child over 16 and under 18 who is physically able must attend school or vocational training regularly or be employed in helping support the family.

f. Children 18 years and under 21 years of age must be attending school. District Attorneys, the State Department of Rehabilitation, the

State Department of Employment, the State Department of Education and the State Department of Industrial Relations (Apprenticeship Standards) should extend effective assistance in carrying out program objectives.

2. Amount of Grant: The monthly amount of money a family receives is determined by standards set by the State Department of Social Welfare, which varies according to the number and ages of family members. Monthly family income available from earnings, insurance, pensions, rentals, contributions from relatives and all other sources is deducted from the aid payment. While the State Department determines standards of need for a family, the actual aid payment may be less than the identified need, due to certain maximum limitations.

Example.

A parent and one teenage child, according to State Department of Social Welfare (SDSW) Standards, needs $183.00 a month to meet all living expenses. However, the maximum public assistance payment is $148.00 per month for this family.

Similarly, two unemployed parents with four teenage boys "need" $357.00 per month, but the maximum amount for this family is $282.00. In these examples, any other income to the family is deducted from the higher amount, so that if the father in the second example received $75.00 from unemployment insurance, their welfare payment would remain $282.00. See Table 8.1 AMOUNT OF GRANT, on the following page

d. The General Assistance Program

General Assistance is financed entirely from county funds and administered by the county welfare department. The program provides public assistance to needy persons not eligible under state supported programs. In contrast to the state-supported programs, whose eligibility requirements and basic procedures are prescribed by state and federal law, state law leaves the definition of the General Assistance Program almost entirely to the County Boards of Supervisors. Each county, however, is required to established standards of aid which shall be

available for public inspection. It is, in large part, an emergency asssitance program and usually excludes persons who have any other source of imcone, even though minimal. The payments are much lower than the other Assistance Programs. For example, the family cited above the two unemployed parents and four teenage boys would be eligible for only $175.00 per month, since that is the maximum amount for any family. The maximum for any individual is $80.00 per month.

e. Comparison of Amount of Grants by Type of Welfare Program

Table 3.1 shows a comparison between grants by type of programs. These figures clearly indicate the inadequacy of the grants and the inequities between catogories of aid.

f. Essential Adjunct Service Within The Department

1. Vocational Services Division:

The Vocational Services Division provides testing, evaluation, counselling, training and placement services to clients, with a goal of helping them to become employable and employed. This unit attempts to coordinate its services with the California State Employment Services, the California Department of Vocational Rehabilitation and with other agencies and educational institutions in the community. Under Title V of the Economic Opportunity Act, (Public Law 88-452) adults and older children receiving public assistance are offered opportunities and extra financial support to enable them to participate in work training and education programs designed to assist recipients in securing and retaining employment. The financial assistance for vocational programs under Title V include supplementing the maximum grant allowance to meet the full family needs, child care expenses,

transportation expenses, tuition or training fees and training supplies, as well as a small extra allowance for incidental expenses. The monthly Title V allowance in the past has averaged $80.00 per month per individual trainee, but there are no maximum limitations on this program. In addition, to Title V programs, the County funds a work training program which provides the same extra allowances as Title V except it does not increases the maximum AFDC grant to meet full family needs. Most County funded programs are part-time programs, while Title V programs are full-time. Programs not directly related to preparation for specific jobs, such as basic education classes, are also available through Richmond Unified School District.

* Title V programs have been discontinued in accordance with recent changes in federal legislation. The Work Incentive Program (WIN) under Title IV of the Social Security Act transfers the responsibility for manpower programs for welfare recipients from the Department of Health, Education & Welfare to the Department of Labor.

The Department of Labor has designated the California Department of Employment as the administering agency.

Under WIN, priorities is given to unemployed fathers. The size and scope of WIN is presently limited. Public Law 90-248 provides for a time limited educational training program (ETP) during the interim period of development of WIN. The ETP is designed to service those people not eligible for WIN or people who are denied entrance into WIN due to its limitations. ETP funds were being used for education funding. ETP funding has been suspended by California State Employment Service unitl all ETP people are referred to WIN and their eligibility for WIN is determined. County funds have been substituted for ETP funds, but county funds will run out in December 1968, leaving 35 people with incomplete training. Federal regulations

specify that there will be no federal reimbursement where duplicate services are being provided by the county welfare department. The ETP programs are considered to be competition with WIN, and a duplication of service.

2. Food Stamp Program

The Food Stamp Program, under the Food Stamp Act, operates within the limitations of Federal funding, as a result of joint agreements developed between the State Department of Social Welfare and the Consumer and Marketing Service of the U.S. Department of Agriculture.

The program enables low-income families or individuals, either on or off welfare, to buy food stamps at a discount. This assists low-income households to increase their expenditure for food and to upgrade their diets. This also expands the use of agricultural products. The program is not designed or intended as an income-maintenance program. Food stamps must be purchased monthly at the Bank of America and can be used to buy foods at most grocery stores. Stamps may not be converted to cash and will be accepted for any items except tobacco, liquor, certain imported foods and household goods and non-food item such as soap, tooth brushes, cosmetics, etc.

Families eligible to purchase stamps include, (a) families receiving welfare, if they prepare their own meals; and (b) families not receiving welfare if the family prepares its own meals and their income and assets are within limits established by the State Department of Social Welfare. For example, a family of five which does not receive welfare would be eligible for food stamps if the family's net income did not exceed $340.00 per month.

An example of the extra buying advantages of food stamps: A family of five with $200 monthly net income would pay $72.00 for $102.00 worth of food stamps. The added buying power would be $30.00.

Table 8.1

TABLE 8-1 AMOUNT OF GRANTS: COMPARISON AMONG WELFARE PROGRAMS

WELFARE PROGRAMS			MAXIMUM GRANTS (DOLLARS PER MONTH)
COUNTY GENERAL ASSISTANCE (GA)	INDIVIDUAL		$ 80
	FAMILY		175
AID TO BLIND (AB)			190
OLD AGE (OAS)			190
TOTALLY DISABLED (ATD)	SHARED LIVING		133
	LIVING ALONE		156
AID TO FAMILY WITH DEPENDENT CHILDREN (AFDC)	ONE PARENT	NO. OF CHILDREN	
		1	148
		3	221
		5	300
		7	355
	TWO PARENTS	1	166
		3	239
		5	318
		7	378

SOURCE: CONTRA COSTA SOCIAL SERVICE DEPARTMENT

3. Medical Assistance Program

The county welfare department determines eligibility for Medical Assistance and certify the persons eligible to the California Physicians Service of Blue Cross, who then handle the billing process. The county welfare department also determines if a person or his family is responsible for any share of the cost of medical care and provides this information on the certification.

All recipients of public assistance (OAS, AFDC, AD and ATD) are automatically eligible for Medical Assistance. The benefits for public assistance recipients include hospital care, nursing home care for persons over age 21, physicians' services, dental care and other allied services. In additon, certain persons not receiving public assistance may be eligible for medical benefits.

4. Conciliation Court

Conciliation Court, in cooperation with Contra Costa County Superior Court, has the purpose "to protect the rights of children and to promote the public welfare by preserving, promoting and protecting family life and the institution of matrimony and to provide means for the reconciliation of spouses and the amicable settlement of domestic and family controversies." (Civil Code Section 1730)

5. Investigations and Support Division

Investigations and support Division is required by State and Federal law to attemp to secure support from absent parents for dependent children receiving public assistance.

2. Division of Children's Services (Child Welfare)

The child welfare services offered by the Division of Children's Services are organized around the following programs:

a. Protective Services on behalf of children

who are neglected, abused exploited or cruelly treated. The focus is non-punitive and geared toward treatment of the factors which underlie neglect. Emphasis is on prompt attention to complaints and on short-time diagnostic counseling and referral service.

b. Study and Licensing of full time and day care foster homes for children. Recruitment of foster homes.

c. Counseling and planning with the unmarried mother to help her work out a wise plan for herself and child.

d. Adoption service to natural parents who wish to relinquish and to couples wishing to adopt.

e. Help in providing suitable care for children during family crises such as illness, separation, etc., on a short or long-time basis to the needs of the child and the family either through foster home or institutional care, or through helping the family make a suitable arrangement at home.

f. Cooperation with other agencies and individuals in establishing, developing and strengthening community services to meet the needs of children and youth.

The broad objective of the program is to insure that no child is separated unnecessarily from his own parents. If separation is necessary, it is to be carried out in a way that will be least damaging to the child and his parents. The new family, of which the child becomes a part, should be well adjusted, suitable for the child and one which will give him understanding, love, care and acceptance as their own child.

Consultation is available upon request to public assistance supervisors and/or workers on public assistance cases when questions regarding care and protection of children who need special attention. Social Casework Services are available to anyone living in the county, regardless of economic status, race or creed, who needs and wishes to use them.

These services are financed through Federal, State and County Funds.

3. Contra Costa Social Service Department: Expenditures; Caseloads; Staff

The Richmond Social Service District, which includes the Model Neighborhood Area, accounts for about 50% of the total County Social Service Caseloads and expenditures. Below is a listing of the total county expenditures for social services in fiscal year 1967-68.

Fiscal 1967-68 Expenditures for Total County:

Categorial Aid:	$27,819,000
Administrative Costs:	7,138,000
Sub Total	$34,957,000
Medi-Cal Costs	5,800,000
Total	$40,757,000

Approximate Staff in Richmond District:

Positions	No. Authorized	Gen. Requirements Besides Civil Service Test
a) Supervisor	47	Dependent on classification
b) Social Work Practioners	11	Masters Degree in Social Work

Positions	No. Authorized	Gen. Requirements Besides Civil Service Test
c) Social Worker I, II, III	155	Bachelors Degree & inservice training
d) Vocation Counselors	13	Bachelors Degree & special training or experience
e) Eligibility Workers, I, II	11	High School Equivalent and 2 yrs. work experience
f) Community Aides	12	8th grade & 6 mos. training
g) Job Recruitment Specialist	2	Bachelors Degree & 2 yrs. experience
h) Clerical Positions	74	High school equivalent plus 40 words typing ability

The Social Service Department operates a training Center for beginning social workers. The complete program lasts six months: the first three months are spent mainly in the classroom learning about programs, social philosophy and casework; the last three months consist of a gradual build-up of a caseload up to thirty cases, with close supervision and two classes per week of training.

The training division is also responsible for providing inservice training programs for the more experienced staff, which includes sponsorship of courses, conferences, guests lecturers, films, etc.

B. PUBLIC ASSISTANCE CASES IN THE MODEL NEIGHBORHOOD AREA

The number and kinds of cases in the Model Neighborhood area are shown in the following tables. It should be noted that these figures had to be adjusted to account for the fact that in some cases the Model Neighborhood area includes part rather than all of a census tract.

The figures indicate that almost half the households in the Model Neighborhood area are directly affected by public assistance. There are some possible inaccuracies in this comparison due to the fact that welfare figures for 1968 are used and the population base is 1966.

The number of cases in the Model Neighborhood area is ubdoubtedly understated since it assumes an even distribution of cases within census tracts 77 and 79. From knowledge of local population and housing characteristics, we believe that more cases are in the Model Neighborhood area portion of these tracts than the excluded portions.

The proportion of cases appears to have risen since 1966. This could be the result of:

(1) increased liberalization of eligibility regulations;

(2) worsened economic situation of the residents since 1966;

(3) shift in population without an increase in number of households so that families who could afford to move have been replaced by families on welfare;

(4) an increase in total population for which we have no current figures (housing units have decreased slightly since 1966 due to demolitions in the redevelopment area, but vacancy rates may not be as high).

The chances are that all these factors affected the welfare caseload rate. As a part of the continued detailed planning on social services, more information needs to be gathered and analyzed.

Tables 8-2 and 8-3 on the following pages, show public assistance caseloads in the Model Neighborhood area.

Revised Oct. 1968 - Table 8-2

Model Cities Program
Richmond, Cal.
Chap 8. Social Services
Table 8-2

TABLE 8-2 ESTIMATED NUMBER OF PUBLIC ASSISTANCE CASES IN THE MODEL NEIGHBORHOOD AREA (JULY 1968)*

CENSUS TRACT PORTION IN MNA TRACTS 65, 79, &80	TOTAL	OLD AGE (OAS)	TOTALLY DISABLED (ATD)	BLIND (AB)	FAMILIES WITH CHILDREN (AFDC)	COUNTY GENERAL ASSISTANCE (GA)
65 (N. RICHMOND)	948	182	214	15	453	84
76 (IRON TRIANGLE) NORTH	1023	282	186	12	473	70
77 (IRON TRIANGLE) SOUTH	381	99	91	4	143	44
79 (SOUTHSIDE) N. OF CUTTING	480	82	72	3	258	65
80 (SOUTHSIDE) S. OF CUTTING	536	70	70	4	361	31
TOTAL	3368	715	633	38	1688	294

*SOURCE: No. of cases, by census tract, obtained from Contra Costa County Social Services Department for July 1968. Estimates for portions of tracts based on assumption welfare cases are directly proportional to total number of families as counted in the 1966 Special Census. This assumption probably causes some distortion in the actual number of cases in some categories.

Revised October 1968 - Table 8-3

TABLE 8-3 ESTIMATED NUMBER OF CHILDREN RECEIVING WELFARE IN THE MODEL NEIGHBORHOOD AREA* - JULY 1968

AGE LEVEL in years	NO. OF CHILDREN IN MNA-REVISED		CHILDREN ON WELFARE		PERCENTAGE ON WELFARE
	IN MNA	IN COMPLETE CENSUS TRACTS*	IN MNA	IN COMPLETE CENSUS TRACTS*	
PRE-SCHOOL 0-4	2304	3194	1304	1809	56.6%
GRADE SCHOOL 5-11	3545	4868	1911	2603	53.9%
HIGH SCHOOL 12-17	2437	3454	1116	1582	45.8%
TOTAL	8286	11,516	4331	5994	52.1%

*AREA INCLUDES COMPLETE CENSUS TRACTS
65, 76, 77, 79, 80

SOURCE: CONTRA COSTA COUNTY SOCIAL SERVICE DEPT.-1966 RICHMOND CENSUS

C. SPECIAL PROGRAMS RELATING TO PUBLIC ASSISTANCE AND SOCIAL SERVICES

There are several special programs relating particularly to Social Services which are of interest for the Model Neighborhood area.

1. The Rodeo Multi-Service Center

The Rodeo Multi-Service Center is operated by the Contra Costa County Social Service Department as a new experiment in County social services delivery. The Rodeo Project is an innovative effort at rearranging agency relationships within the governmental structure. It attempts to eliminate overlapping and fragmentation of services existing among various departments and to eliminate overlapping services to a single family. One concept used there is the multi-purpose worker, who has the overall responsibility to help in social services they request, and who is responsible for arranging and follow-up of specialized services such as mental health, employment, vocational training, etc. There are six multi-purpose workers and counselors, assigned by County agencies include one probation officer, two public health nurses and three social workers. There are also financial assistants whose job is limited to determining eligibility. The function of eligibility is separated from the job of counselor.

The Rodeo Project, in the opinion of the Social Services Committee, does a good job of rearranging agency relationships. However, it hardly touches the kind of rearrangment that builds a partnership between the community and agencies. Therefore, the Social Service Committee of the Richmond Model Cities Program sees the Rodeo Center as an improvement over existing service but not as a direct model for Richmond's Model Cities in its search for new approaches.

2. The State Service Center

The State Service Center is a different and more all-encompassing experiment in combining several services operated by different state departments in

one geographic location for the convenience of the residents. The Richmond Service Center has been in existence since 1967. Its service area is the same as CEP's. Its services include intake, which is a direct service of the State Service Center and services provided by full-time personnel from the California State Employment Service and the Department of Rehabilitation, Division of Vocational Rehabilitation. Also stationed in the State Service Center, representatives of the State Department of Correctional, State Department of Mental Hygiene, State Department of Social Welfare, the Division of Apprenticeship Standards of the State Department of Industrialist Relations, Fair Employment Practices Commission and the Division of Industrial Welfare representing their concern with working conditions for women and children.

In addition, there is a Community Relations Consultant from the Governor's office. Among the special services are the Social Security Administration, Psychiatric Caseworking Consultant, Family Counseling, Group Counseling, Youth Authority, Juvenile Probation, Female Youth Counseling, a Notary Public, Consuming Fraud Division and Small Business Administration. These special services are available in various ways, some by appointment only others about half a day a week. The Service Center also provides space for a variety of outreach services, such as Public Health Services, special classes, testing for employment, etc. The Richmond Public Library has a library branch in the lobby of the State Service Center.

3. Community Services for the Spanish Speaking

The Community Services for the Spanish Speaking Agency is primarily supported by the Office of Economic Opportunity. It is designed to service Spanish Speaking in any part of the county in which low-income or needed Spanish Speaking people are found. It primarily concentrates on Richmond, San Pablo and the Oakley-Brentwood areas. There is a neighborhood center

in each of these areas. The United Council of Spanish Speaking Organizations is the parent organization. A member of the council is represented on Richmond's Model Neighborhood Citizens' Board.

Among the services provided by this agency are Consumer Education and Protection, Interpretation and Translation, Tutoring, Immigration Services, a newsletter, leadership, Health Education, Credit Union, Community Counseling and English classes.

4. Neighborhood House (Information to be submitted later)

5. Southside Center (Information to be submitted later)

6. Research Unit on Children's Protective Services

Located in Richmond, this research unit has not been providing any direct services. Its findings, however, should be of interest since in part it has been working with Richmond families.

7. Volunteer Bureau

The Volunteer Bureau is a community services organization which provides a variety of services through a special project to the Richmond Model Neighborhood area. These services mainly deal with tutoring in and out of school. The Volunteer Bureau, however, does offer a direct service kind of assistance to people who need services they cannot pay for.

This is somewhat a limited list of special programs. Many other special programs might be considered as related to Social Services but are reported under Health or Education. Others are of a primarily civic character. Public services or publicly supported services are practically the only ones we have attempted to cover, in order to keep within the bounds of a 45-pound document.

D. PROBLEMS RELATED TO SOCIAL SERVICES

The following problems are directly related to public assistance programs:

a. Public assistance payments are too low for an adequate standard of living, partly because of traditional attitudes toward welfare and partly because payments have not been even with inflation. The desperate lack of money for the household and the need for adolescents to work is one of the major factors that make it impossible for them to continue in school. The subsequent lack of higher education keeps families from getting out of the low-income bracket from generation to generation. Social workers in Richmond feel that the drop-out rate among families on public assistance is undoubtedly higher than in those families which do not require assistance.

b. Rigid eligibility requirements imposed legislatively and administratively screen out many persons in need of assistance. Some people, especially the elderly, do not even know that any assistance is available to them.

c. Application process and redeterminations of eligibility are burdensome and degrading for the applicant and incompatible with the concept of assistance as a legal right. Reluctance to be turned down keeps some people from applying. Persons who must seek help from the Social Services Department are subjected to questioning and interference that runs counter to good family management and to the public image of how Americans want to live. For example, the politicians talk about thrift, savings, value of insurance policies, home ownership, etc., but any person who needs welfare assistance, even temporarily, is penalized for having been thrifty.

d. Programs are arbitrarily administered with grievances and appeal processes too complicated and slow to be effective.

e. Clear understanding of their rights are not enjoyed by recipients.

f. Provisions for meeting emergency and special needs of poor people are inadequate and too arbitrary. This is particularly serious because most persons seeking emergency help do not have the resources of family, friends, etc., to call on in an emergency that higher income groups have.

g. Social Workers often do what is expendient for their agency at the expenses of those they profess to serve. For example, social workers often seem more interested in the cash surrender value of an insurance policy or the license fee on a car (matters relating to eligibility) than they are in finding ways to help the people who come to them seeking assistance. Obviously this nullifies the effectiveness of their assistance.

h. Welfare workers act as if potential recipients expect to be on welfare for the rest of their lives. Some families only want assistance to help them over a difficult period. But the welfare program is not structured to deal effectively with this kind of individual. This person might need assistance while taking a vocational course or some form of training for employment. The welfare system applies the same dehumanizing tactics with these clients as it has traditionally used on other defenseless people. The results in many cases is that any resistance or motivation they have is broken down and subsequently, they become another dependent victim. In reality, problems and motivation of the person on welfare in obtaining training or jobs is the same as, not different from, others but the back-up resources are different.

Treatment of the welfare recipient by some social workers appears to be the result of a combination of factors: a pervasive "puritan tradition of the virture of work and the personal guilt of the unemployed": the difference in class and cultural norms between the social workers and welfare recipient; and the conflict of interests on the part of social service agencies who, on the one hand, exist to give service and, on the other are pressed by the elected governing body to conserve money.

i. Many poor people are not eligible for public assistance due to gaps between the various categories of aid and restrictive eligibility requirements. Those uneligible include: most needy adults under 65 years of age who are unemployed or unable to earn an adequate income; most children and adults in need because of underemployment i.e., jobs which do not pay enough to adequately paying jobs, but not "totally" disabled according to State requirements; for example, persons rapidly losing their vision, but not yet blind enough to qualify for blind assistance.

j. Some social workers are viewed by welfare recipients as having too much power and control over them; instances of punitive and restrictive treatment are not unusual. For example, welfare checks are delayed or stopped sometimes without warning because the social worker feels there was a breaking of the rules, while the recipient believes there was only a minor rules infraction or perhaps none at all. Furthermore, many rules, both legislative and administrative in origin, are unreasonable and unenforceable.

k. Many social workers are not adequately sensitive to the problems and aspirations of their clients and make unwarranted assumptions about them. More involvement by social workers in community groups and projects is needed for better understanding of the people and their needs and desires. A social worker who is unfamiliar with community resources is of limited value to the people who come to him for aid.

E. OTHER SOCIAL SERVICES:

There are other types of social services which employed and unemployed alike require but which are often unavailable to low-income families. Some of these are described below:

a. Through the social services department, people are reluctant to use many social services because of the dehumanizing aspects involved in seeking those services and the discomfort felt in going to impersonal and unfriendly surroundings to seek help. Higher income families receive these services by paying for them or thru friends who are employed and do not suffer equal discomfort.

b. Among the services needed and found to be inadequate in Richmond were mental health services, family therapy and child guidance services.

c. People need more opportunity for vocational training, education and employment. Services to support such programs must include financial assistance, day care facilities and transportation. These services are too expensive on the open market for those on welfare. The problems of supportive services overlap those of "employment" and "social services."

d. Available living arrangements do not meet the needs of all the people. Among those who may need new types of residential arrangements to meet special living situations are young unwed mothers, older teenagers whose home situation may be aggrevating to their personal adjustment, dependent children who could use foster homes within their own environment, persons with mental health problems etc. Availability and flexibility of living arrangements increases with income. Direct subsidy of services should be made available in addition to increasing welfare payments.

8.2: GOALS AND PROGRAM APPROACHES

A. INTRODUCTION: GOALS

Public assistance is a part of the nation's Social Security program. The national objective for some time has been stated to be an adequate standard of living for everyone, with a job for everyone whose circumstances permit employment and a decent livelihood for those who must depend on government assistance. The overall objective of the Social Services Component of the Model Neighborhood Area is similar: TO INSURE AN ADEQUATE STANDARD OF LIVING FOR MODEL NEIGHBORHOOD AREA RESIDENTS AND TO PROVIDE SOCIAL AND REHABILITATIVE SERVICES DESIGNED TO IMPROVE ALL RESIDENTS' ABILITY TO FUNCTION INDEPENDENTLY.

However, it is the contention of the Model Cities Program that present programs and present job and wage levels do not come close to insuring an adequate standard of living. Furthermore, most social services so far offered have failed to improve the residents' ability to function independently, and that this failure stems in part from the "dependent relation established between the welfare recipient and the welfare system." Therefore, the specific goals and program approaches discussed below focus on three goals:

1. To Provide a Standard of Living for Model Neighborhood Area Residents which Insures Health and Decency.
2. To Insure Dignity and Justice Through Citizen Participation and Self-Determination.
3. To Expand Needed Services in the Model Neighborhood Area.

B. GOAL 1: TO PROVIDE A STANDARD OF LIVING FOR MODEL NEIGHBORHOOD AREA RESIDENTS WHICH INSURES HEALTH AND DECENCY

In order to insure an adequate standard of living for all residents without the arbitrary, degrading and confusing aspects inherent in the present categorical aid system, the committee recommends a pilot study of a guaranteed income system. There is national interest and support of the concept of guaranteed income maintenance, and several efforts are underway throughout the nation to study the impact of such a system.

Until provisions for guaranteed income maintenance can be implemented, the following changes in the present public welfare programs are recommended:

1. Increase Public Assistance Grants Across the Board

Present welfare grants are much too low for an adequate standard of living. This is especially true of the Aid to Families with Dependent Children program (AFDC) and the General Assistance program.

An across the board increase of $50.00 seems to be the simplest, fairest way of increasing Aid to Families with Dependent Children grants. Such an increase will continue to leave some grants extremely inadequate, but all families would benefit equally, without discrimination.

Since excessive numbers of regulations and hair-splitting as to who needs what is one of the faults found with the present system, a simple and straightforward increase rather than a complicated formula was sought.

There are a small number of families who receive aid under the General Assistance program. Due to some technicality, they are not eligible for Aid to Families with Dependent Children. The rules governing General Assistance are rigid and inflexible. The maximum grant available to a family regardless of size is $175.00. This does not even provide for a starvation diet. We strongly recommend that General Assistance to families be based on the regular Aid to Families with Dependent Children schedule.

If all welfare grants are increased by (1) raising all AFDC family grants by at least $50, (2) raising all adult grants to the level of the aid to the blind and (3) raising all adjusted adult grants by a cost of living increase equivalent to the $50 grant recommended for AFDC, the total amount of money involved in such measures for Model Neighborhood Area residents presently receiving grants would be around 3 million dollars per year. Since it is our hope that Model Cities programs will reduce dependence on welfare, no increase in caseloads is projected.

Specific recommendations for increasing grants include the following:

a. Increase All AFDC Grants:

The AFDC grants have not reflected rising living costs to any significant extent. Furthermore, because the grants are primarily Federal and State grants, they do not reflect adequately the very high cost of living in the west, in general, and in the San Francisco Bay area, in particular. Finally, local regulations and administrative practices are such that AFDC grants in Richmond are often not as high as the minimum required by the State Department of Social Welfare.

b. Establish a Single Standard of Assistance For All Adult Programs Including General Assistance

Adult programs are presently set up in a manner which exemplifies the popular value system and political expediency that has governed welfare legislation. As it is today, it is better to be 65 than disabled. Blind people are more adequately cared for than the aged or disabled. It is better to be blind, disabled, or aged, than to be on General Assistance.

The maximum grant for the blind and aged is $190.00 per month; for the disabled living alone, $170.00; for the disabled sharing housing, $147.50; for the single adult receiving county general assistance, $80.00; for the family receiving county general assistance (regardless of size), $175.00. The inequalities of the adult programs are quite clear.

It seems likely that a totally disabled person would require basically the same assistance as a blind person, and yet the maximum allowances between the two programs differ sharply. All adult programs including General Assistance to single adults should be administered under a single adult program, with the same standard of assistance. This would require federal participation for the General Assistance program. The maximum for all adult programs should be set at $210.00 per month, an equitable equivalent to the $50/mo. increase.

Specific recommendations for increasing grants include the following:

a. Increase All AFDC Grants:

The AFDC grants have not reflected rising living costs to any significant extent. Furthermore, because the grants are primarily Federal and State grants, they do not reflect adequately the very high cost of living in the west, in general, and in the San Francisco Bay area, in particular. Finally, local regulations and administrative practices are such that AFDC grants in Richmond are often not as high as the minimum required by the State Department of Social Welfare.

b. Establish a Single Standard of Assistance For All Adult Programs Including General Assistance

Adult programs are presently set up in a manner which exemplifies the popular value system and political expediency that has governed welfare legislation. As it is today, it is better to be 65 than disabled. Blind people are more adequately cared for than the aged or disabled. It is better to be blind, disabled, or aged, than to be on General Assistance.

The maximum grant for the blind and aged is $190.00 per month; for the disabled living alone, $170.00; for the disabled sharing housing, $147.50; for the single adult receiving county general assistance, $30.00; for the family receiving county general assistance (regardless of size), $175.00. The inequalities of the adult programs are quite clear.

It seems likely that a totally disabled person would require basically the same assistance as a blind person, and yet the maximum allowances between the two programs differ sharply. All adult programs including General Assistance to single adults should be administered under a single adult program, with the same standard of assistance. This would require federal participation for the General Assistance program. The maximum for all adult programs should be set at $210.00 per month, an equitable equivalent to the $20/mo. increase.

c. Provide Adequately for Special and Emergency Needs

The average welfare recipient is in a unique position. Income is so small that it is impossible to prepare for common household emergencies. These "emergencies" are need for refrigerators, stoves, furniture, baby clothing - everyday items that are taken for granted by the majority of us. When a welfare recipient has a broken refrigerator, then it is an emergency. People on welfare are frequently without family resources. Relatives are often on assistance or without funds. Credit is closed to them. They are reduced to appealing to the welfare department for help. Receiving help from the welfare department is complicated and time-consuming. County regulations governing emergency aid are rigid and repressive.

For example, Section 44-265 of the County Manual states: "Refrigerators -- The cost to a maximum of $80.00 may be allowed, only when necessary to protect the health or safety of family members, to prevent family breakup, to re-establish a home for children returning from foster care.

Washing Machines -- The cost to a maximum of $80.00 may be allowed only when there is medical verification that a severe health problem exists.

Beds -- The cost to a maximum of $50.00 may be allowed only when there is medical verification of a severe health problem or when necessary re-establish a home for a child or children returning from foster care.

Other Household Furnishings Including Stoves -- The cost may be allowed only to re-establish a home for a child or children returning from foster care. Maximums allowable are as follows: Stove, $50.00, table and chairs, $40.00, living room furniture, $50.00."

The regulations clearly illustrate the rigidity of the rules governing emergency needs.

In addition, many people who meet the eligibility requirements are denied help with emergency needs due to the caseworker's or his supervisor's lack of knowledge, or general indifference. It is inhumane to subject a person to harrassment, in order for them to receive life's necessities.

Adequate money should be set aside for emergency needs at the county level. The procedures for delivery must be simplified. It seems reasonable that, if the need exists, then delivery should be assured. There is no reason for requiring medical verification for a bed, stove, refrigerator or furniture. All of the above are necessities, not luxuries. If a person does not have a bed, it is not a medical need but a human need. There is no logical reason for a doctor to have to verify the need for basic necessities. It is not something that takes training.

This kind of punitive approach is typical of the present welfare system and breeds contempt, evasive action and frustration. If measured against "white collar" regulations and penalities such as income tax reporting, it is harsh beyond compare.

2. Liberalize Income Exemptions:

Presently most income earned by a welfare recipient is deducted from the welfare payment. This practice results in penalizing recipients for their efforts, discouraging further efforts, and preventing people from escaping the trapped existence of financial dependency.

a. Increase Income Exemptions

Recently enacted legislation provides that the first $30.00 of earned income plus one-third of the remainder of net earnings will not be deducted from the welfare check. While this is a small step in the right direction, it can hardly be considered adequate. Too many parents find themselves discontinued from welfare due to employment, with not enough money to support their families.

Going to work costs money and creates household problems, some of which can be alleviated by money. Income from employment fluctuates especially at the beginning of low-paying jobs due to layoffs, unpaid days of illness, etc. It is difficult to get back on welfare promptly and the person without a work history cannot find money to tie him over during an emergency except perhaps at exorbitant cost. Therefore, the family often must seek welfare assistance again--and fears to venture back into the job market. If incoem exemptions were increased, by the time the welfare grant is discontinued, the family would have an adequate income, enabling continued independence. A more realistic exemption minimum must be implemented if employment is to have real meaning to the welfare recipient. A suggested figure would be the first $100, plus one-half of the remainder. Transportation cost should be figured on the basis of 13 cents per mile. The present 8 cents per mile operates as another deterrent to employment.

b. Exempt All Children's Income

Presently, children's income of $50.00 and under is not counted. Income over $50.00 is counted and subject to the same rules that govern the parents' income. This acts as a deterrent to a child looking for work. If he locates decent employment, his family is penalized. To avoid penalizing the family and to encourage children, all income earned by children who are in school should be exempted.

A total exemption should be provided for all children. Otherwise, the young person with a job must leave home under subtle pressure from the welfare department, not because of his own decision, and therefore cannot provide a boost or example to younger family members.

At present, the County Social Services Department exempts some types of income designated and in escrow in the bank to be used for children's education. This exemption needs to be more liberally interpreted so that any income which broadly

relates to a child's education is exempted. This would include costs for: (1) all types of technical and vocational education, (2) remedial education for children for whom earlier rulings reduced study incentives, (3) all school supplies and special education costs, and (4) overnight outdoor education experiences (e.g., camping and life-enrichment programs).

c. Exempt All CEP (Concentrated Employment Program) Income

All CEP income should be exempted. Waivers should be sought immediately for CEP income and thorough investigations made of income exemptions for all programs designed to stimulate employment opportunities. One of the reasons training and employment efforts are unsuccessful, aside from the shortage of decently-paid unskilled jobs, is that the whole "governmental assistance" effort seems to be designed to take away with one hand what is given with the other. For instance, public housing in the last 10 to 15 years had a built-in "negative feature": Rents rise so rapidly compared with income that a drag or brake is placed on the public housing occupant.

As a part of the general problem of income exemptions, investigation should be made into ways of helping occupants with subsidized housing, (i.e., both public housing and rent supplement units) to use these supplements as an incentive rather than have them act as a penalty on improved job status. Perhaps an approach similar to the "education exemption" might be possible. All income set aside toward improved housing could be exempt; alternatively, the amount of rent increase due because of income increase could be changed. For instance, the rent formula might be 25% of base income + 25% of 1/2 of any income increase over income at initial occupancy.

3. Provide Free or Liberalized Food Supplement Programs and Provide Other Free or Cut-Rate Goods and Services to Supplement Income

In addition to direct grant raises or income

exemptions, maximum amounts of free or reduced-payment services which act to expand income should be sought, including expanded food supplements, free child care services and maximum subsidies for housing.

Food stamp benefits to all the poor should be liberalized or made free, so that surplus food can be made available with the least amount of difficulty or restriction.

There has been much discussion in the Social Services Committee on food coupons. The program as presently operated is unsatisfactory. Regulations call for participants to spend more on food coupons than some families regularly spend each month for food. Personal items or laundry products cannot be purchased with food coupons. The program is structured so that coupons can only be purchased at one bank. The one bank has set up a special line for people purchasing coupons. Recipients often have to stand in line for long periods of time. There have been complaints of tellers being rude. One clerk was removed at the insistence of the Welfare Department after numerous reports of discourtesy.

The present purchase scale set up by the Department of Agriculture must be liberalized and made more realistic. Requiring a family of five to purchase $94.00 in food coupons each month when they regularly spend $80.00 per month does not make sense, nor does requiring a single adult with an income of $80.00 per month to spend $24.00 for a bonus of $10.00. It is proposed that food stamps be purchasable for 1/4 not 1/2 the food value, and that limits on the minimum purchase be eliminated or reduced to a nominal sum. Laundry and personal items should be included in the items that can be purchased with food coupons.

The county should re-examine its present policy in regard to purchase of food coupons. All banks in the Model Neighborhood Area or throughout the county should be authorized to sell food coupons. The county Welfare Department pays a set amount for each coupon transaction. It would not cost the county Welfare Department money to make this convenience available to the Model Neighborhood area residents. A neighboring county is presently operating under this system and it seems possible to [illegible],

have the same system in the Model Neighborhood area, or even throughout the county. With the elimination of the one-bank system for the purchase of food coupons, the use of one line only by the bank for coupon purchase should also be eliminated. This practice is highly discriminatory and unpleasant for welfare recipients and there can be no legitimate reasons for continuing it. These changes are relatively simple matters and need not wait on Model Cities planning at any higher level.

In addition to a change in food stamp procedure, it is recommended that surplus food be made available to individuals along with the food stamp program. There is reason for an "either-or" procedure. Many families and individuals, including those not on welfare and those who cannot use food stamps, would make use of surplus food.

The amount, variety and quality of surplus food available to institutions should be increased. The kinds of programs eligible for surplus food should be increased. For instance a club for the elderly in the Model Neighborhood Area serving a regular weekly hot meal should be eligible. Much greater support should be given the school lunch program, etc.

As a separate item, it is suggested that a stamp plan be worked out to help parents purchase educational supplies and materials, pencils, paperbacks, records, etc.

4. Coordinate with Employment Programs and Vocational Rehabilitation Programs to Place Emphasis on Job Development, Vocational Training and Educational Programs for the Welfare Recipient

More emphasis should be placed on the development of jobs, training programs, and educational opportunities for all those who wish such services. Training programs should lead to actual placement in employment. There should be no limitations on the extent of education sponsored by the vocational services division of social services. For example, educational "fellowships" should be made available to those who have the ability and desire to complete a college education. Provisions which place limitations on educational opportunities for the poor are unreasonable.

At the same time, programs must be developed which are flexible enough to be tailored to individual needs and ability, beginning with basic education opportunities. Those in training programs should have a major responsibility in running the programs, and a share in decision making, job recruitment, community involvement and cooperation, so that their own efforts will determine the success or failure of the programs.

Financial allowances and family services in support of educational and training endeavors must be sufficient to enable a person to exert all his efforts and energy toward developing his or her talents, as well as freeing the recipient from the worries of child care, transportation problems, supplies, fees and incidental expenses.

Welfare recipients have repeatedly emphasixed their interest in educational and life-enrichment programs. Coordination with the education programs and with job programs is essential; otherwise, certain segments of the population-especially the older AFDC mothers, the older mothers on general assistance and the elderly-tend to be left out of betterment programs, and welfare recipients tend to be excluded from higher education regardless of other qualifications. (See Education Program for specific proposals on Educational Fellowships, etc.)

Experience with the Greenleigh study of Adult Basic Education indicated that adult basic education must carry with it substantial supportive allowances and that if it does, it can be quite rewarding.

5. Hire Social Service Personnel from the Model Neighborhood Area Whenever Possible

The various Community Action Programs and the New Careers program demonstrated the value and advantages of hiring community residents to perform all those functions which do not require specialized skill and education. Residents who have no college education can easily fill a wide range of functions, and jobs should be rearranged accordingly. Community workers, eligibility workers, transportation aides, case aides, health aides can provide invaluable services to the aged, disabled and infirm. Training programs which lead into these jobs should be provided. Positions should be offered

at a trainee level with advancement and promotional opportunities leading to supervisory levels. Hiring priority should be given to residents of the Model Neighborhood Area and to those willing to move into the area. This would apply to professional social workers as well.

Among the new job categories recommended are: (1) case aides, (2) friendly visitors, (3) transportation aides, (4) homemakers, (5) home attendants, (6) child care workers, and (7) foster grandparents.

6. Study and Develop Guaranteed Income Maintenance Proposal, Designed to Change the Welfare System

Since the design of an income maintenance proposal is complex, a thorough study is needed in order to (1) cover the technical aspects, and (2) insure that the proposal meets the needs and desires of Richmond's Model Cities Program. The Model Cities Program requested some technical assistance in formulating such a study proposal. Attached as an appendix to this chapter (Appendices 8-1 and 8-2) are two documents: (1) the request for Consultant Services, and (2) the study proposal submitted by the consultant firms, Social Psychiatry Research Associates. These documents represent a basic starting point for this study.

C. GOAL 2: TO INSURE DIGNITY AND JUSTICE THROUGH CITIZEN PARTICIPATION AND SELF-DETERMINATION

1. Determine Public Assistance Eligibility by Self-Administered Affidavits

The present system requires a recipient to either come into the welfare department to apply for aid or have a caseworker call at his home. Regulations also require caseworkers to call at the home of an Aid to Families with Dependent Children recipient twice yearly to complete AFDC eligibility forms. The adult programs, with the exception of Old Age Security, require yearly eligibility visits. This is a humiliating practice. Many caseworkers consider the practice of making eligibility visits a waste of time and money. Time is spent by the caseworker completing forms that could be mailed to the recipient. This practice is outdated and no longer useful.

With little effort and with little additional expense a simplified eligibility form which could be completed by the applicant can be developed and implemented. The form could be mailed to the recipient and returned by mail to the welfare department. Eligibility clerks could process the document. It seems that such a system could eventually save the County money by freeing caseworkers from this task, making their time available for other tasks. Similar systems are in use in the Old Age Security program in this County and in other programs elsewhere. A demonstration project of this procedure is presently underway in Marin County. A sample of the documents could be checked for verification in the same way income tax returns have been checked in the past. A detailed program should be worked out and savings accrued should be credited to Model Neighborhood Area welfare programs.

2. Separate Case Work from Financial Assistance and Provide Specialized Counselling Services Only by Persons with Competence in These Areas

Recent federal legislation requires the separation of casework services from financial assistance by July 1971. Contra Costa County will begin implementing separation of service and financial assistance on a limited basis - one aid category at a time - in January 1969. The Social Services Committee recommends that this separation be implemented in 1969 in the Model Neighborhood Area for all categories and groups.

There are many reasons for separating eligibility matters from social services. Some of the advantages of this method would be: the elimination of the present degrading investigations and intrusions into a person's private life by social workers' increase the opportunity for participation of recipients in matters which vitally affect their lives; make it possible for recipients to refuse any other "services" without fear of losing their welfare check.

There is an opportunity in the change-over to provide Model Neighborhood residents with employment. New kinds of staff will be needed presently in addition, but eventually as replacements to function as eligibility or budget clerks. Eligibility workers and budget clerks

should be hired from the Model Neighborhood Area to process applications for assistance, to offer help in completing the forms, and to provide outreach services. The openings created by this change should be made available preferably to residents and especially to persons from families on welfare. Additional training will be needed. The welfare department should provide this training with labor department assistance. Some conflict will arise with the County Civil Service procedures; however, this conflict must be resolved to the employee's benefit.

Social services which are related to financial eligibility would be provided separately, on request. Persons with special training and education would offer such services as child guidance, marital counseling, mental health counseling, youth counseling, or counseling on matters involving various family crises. Advantages of such a system include: assuring that competent personnel would be involved with problems rather than allowing an inexperienced, untrained person to handle sensitive problems simply because he or she has a college degree in music or art; help eliminate the hostilities and fears which discourage many people from seeking help from the social service department because of distasteful experiences about financial eligibility; and assure that services would not be tied to any eligibility requirements, but would be available to all the residents of the Model Neighborhood Area.

The separation of service from eligibility determination and financial assistance requires a restructuring of jobs, and changes in hiring and on-the-job training procedures. This kind of procedure is already in use in Rodeo, and thus has been tested within the County as well as a number of places outside of the County. It requires no legislation or waivers.

The major different element proposed by the Model Cities residents is the emphasis on use of local residents to do the paperwork. However, if this element is to be introduced immediately, it requires the restructuring of jobs to fit the skills of the unemployed poor. Therefore, it is suggested that special grants for job design and for training be sought.

The relationship between this item and self-administered affidavit incorporated into all Model Neighborhood Area programs as soon as possible.

3. Demonstration of Social Services Unit Staffed by Model Neighborhood Residents and Emphasis on Hiring Model Neighborhood Residents to Fill Existing County Positions

There are a large number of jobs relating to welfare services. Most of them are presently filled by young white female college graduates; vacancies and turnovers are high. Many of these jobs can, with equal or in some cases greater effectiveness, be filled by Model Neighborhood residents. Obviously such a hiring policy will bring income into the area and help in the long run to reduce welfare costs.

It is recommended that a whole Social Services Unit be staffed by Model Neighborhood residents and be established within one area of the Model Neighborhood to demonstrate the effectiveness of a self-help concept and the ability of Model Neighborhood residents to handle the work load. This demonstration would require readjustments in job duties, titles, and educational qualifications: a readjustment which naturally follow changes in eligibility and counseling procedures. Since the County has had some experience with this approach in Rodeo, it is recommended that hiring of Model Neighborhood residents to fill existing county positions be started as soon as possible without waiting on the complete demonstration unit.

4. Establish a Model Neighborhood Area Citizen Advocate Project Controlled and Staffed by Model Neighborhood Residents

The low-income person comes into contact with the established agencies in a given community more frequently than any other segment of society. Dealing with bureaucracy calls for a sophistication that much of the middle class, well-educated segment of society does not possess. Yet the poor have to confront the establishment almost on a daily basis, equipped mainly with fear and hostility.

Agencies do not see it as their function to educate and assist those who have contact with them. Institutionalized agencies are surprised by the

the intensity of discontent voiced by the deprived community and feel threatened by this discontent. Often the reaction is to withhold information in order to protect agency interest, thereby lessening the negotiating powers of the poor. Sometimes the so-called helping agencies react in this manner in direct conflict with their basis for existence. It is in this context that the Citizens Advocate is needed.

Within the Model Neighborhood Area there are three organizations that act on a limited basis as advocates. These agencies are Welfare Rights, Legal Aid and the Human Relations Office. Of these organizations, the first is presently non-functioning and in the process of being reorganized. The second is concerned with legal assistance for the poor. The third organization acts only in cases involving discrimination or alleged discrimination. Only the Welfare Rights Organization is set up to act as general spokesman and this is on a limited basis. In order for residents of the Model Neighborhood to qualify for service from one of the above organizations, they must meet certain eligibility criteria that inadvertently eliminate many of the Model Neighborhood Area residents. It is clear that the need exists but the service is not available.

The average Model Neighborhood Area resident comes into contact with numerous agencies: welfare, police, health, housing, employment, urban renewal, sanitation, schools and institutions of private enterprise. Each organization has its volumes of regulations covering every action and numerous people interpreting every regulation. Needless to say, with ever-increasing frequency, regulations are interpreted rigidly and often incorrectly. It will be the advocate's job to intercede on behalf of the individual who is tangled in red tape or baffled by procedures.

Basically, the service provided by the citizens' advocate will be to make available to residents in the Model Neighborhood Area opportunities for stating grievances relating to problems encountered in contacts with agencies and organizations providing public services such as health, education, welfare, housing, employment and business, and to accept the responsibility

for helping the client solve the problem by placing himself at the service of the client as his advocate, spokesman and representative.

5. Transfer of Dependent and Neglected Children From Probation to the Social Services Childrens' Division

Professionally trained staff should be available to assist in crisis situations which often unnecessarily involve the police or probation departments. Instances of child neglect or abandonment, danger to the aged, or other similar circumstances are often referred to law-enforcement agencies rather than social service agencies. These matters can be handled more sensitively and humanely by specially trained staff with more positive orientation toward working out solutions favorable to all concerned. The Model Cities Crime Reduction Committee had also identified this as an area of need. A detailed project should be worked out in cooperation with all interested agencies and residents.

D. GOAL 3: TO EXTEND OR ADD NEEDED SERVICES IN MODEL NEIGHBORHOOD AREA

1. Expand Child Care Facilities in the Model Neighborhood Area (see Child Care proposal in Section 8.4 of this chapter

2. Locate Social Services Offices in the Model Neighborhood Area

The welfare system and its caseworkers have been the target of growing national criticism. One of the main criticisms centers around centralized offices outside of the poverty areas. Travel to centralized offices is an inconvenience for residents who may be seeking social services.

Locating small neighborhood offices in the Model Neighborhood Area would eliminate this inconvenience. Centralized offices also create other problems. Physical separation of caseworkers results in barriers in communication. Caseworkers are not familiar with the neighborhoods they serve. They are looked upon with mistrust and apprehension. They are unaware of particular neighborhood problems. The community considers them to be outsiders, unfamiliar with their way of life.

Contra Costa County is planning to open an offic in the Model Neighborhood Area in January to serve two census tracts. It is proposed that additional offices be opened in the Model Neighborhood Area to serve the total population of the area. Existing neighborhood facilities, such as offices of the Southside Community Center, Council for Spanish Speaking, North Richmond Neighborhood House, etc., should be used as outstations where professional personnel come to provide neighborhood services to the extent that it is useful and desirable. This move would help break down some of the barriers to communications. In addition, neighborhood facilities should have flexible hours. Providing services from eight to five is no longer adequate. Problems sometimes arise after five and on Saturday and Sunday. Those people needing services after the normal workday hours should be accommodated.

3. Establish Free Family Counseling Services.

Family counseling services such as the Family Service Bureau and similar counseling agencies do not exist in Richmond. W-en such services are established, care should be taken to make sure that the orientation of the service is appropriate to the needs of the Model Neighborhood Area residents, and not just a transplant of a typical agency biased toward "middle-class" problems and solutions.

4. Develop Life-Enriching Programs for all Model Neighborhood Area Residents in Such Areas as Minority History, Home Economics, Consumer Education, Arts, Crafts, and Music

Theoreticallly this item could have been listed under Education or Recreation and Culture. However, it is listed here because it is a plea from the poorest of the low-income residents to share in the cultural life of the community and a statement from them that they no longer intend to be excluded. Up until now, many of the programs and activities have not been geared to the educational level, the interests, or the income of this segment of the population. Much of the cultural activity valued most by the highly educated and prosperous is free: arts and crafts, museums, lectures, music of all kinds, non-commercial drama, etc.

But the poor person, especially the low-income woman, feels excluded because the typical activities have featured: (a) a different cultural background; (b) a conversational patter -- which excludes them; and (c) a style of dress and of serving refreshments which also excludes them. Therefore, many more life-enriching programs designed for Model Neighborhood Area residents are needed. Agricultural Extension programs may be a source for these services.

5. Develop a Communications and Information Center

Facilities and staff should be placed in various locations within the Model Neighborhood Area to provide information about existing agencies and resources, and to help people find the appropriate place to resolve their particular problem. These centers would distribute written information, brochures, and perhaps write community newsletters. They would provide interpreters for non-English-speaking people and facilitate communication between the multitude of agencies and neighborhood residents, for example by sponsoring informational programs, conducting training and orientation sessions for agency staff unfamiliar with the community, and instituting human relations programs.

8.3: PRIORITIES AND STRATEGY

A. INTRODUCTION

A new system nationally to substitute for the complex and cumbersome public assistance program is needed. In the meantime some changes can be made. Several programs and the order in which they are proposed are listed below.

Program timing with a brief note on program content is noted below. Operating programs may and usually will incorporate more than one approach and goal.

B. RESTRUCTURING OF PUBLIC ASSISTANCE SERVICES TO MODEL NEIGHBORHOOD AREA

It is proposed that neighborhood centers for public assistance and social services be set up -- 3 or 4 of them -- one in North Richmond, one in the Iron Triangle and one or two on the Southside.

While the Southside population is not as great as the Iron Triangle population, the distance between the main concentrations of welfare cases, i.e., in the Santa Fe neighborhood and at Easter Hill, is probably excessive for one office to serve.

At each of these offices, new procedures would be put into effect by newly trained personnel, much of them from the neighborhood. At these centers eligibility clerks would provide forms for self-administered affidavits of eligibility and would process these forms.

These offices would include, in addition to eligibility clerks, case aides who would provide information on employment, food stamp programs, child-care services, etc., to those who requested it and would also arrange counseling services for those who desired some special services.

The counselor specialists in various problem areas would be available to keep appointments at the centers or at other locations within the community, especially Community Action Program offices.

The Neighborhood Social Service Centers might be in rented or owned quarters. Since standard office-type space is in short supply in Richmond, it appears that an agreement to lease quarters might provide the economic base

for a local corporation to borrow money from the Small Business Administration to build an office structure or office as a starter for a commercial complex. In this way, the move to the neighborhood could serve as a minor economic development stimulus as well as convenience to welfare recipients.

Finally, for each center a Neighborhood Social Service Board should be established, to advise the staff on adequacy of services; to consult with the County Social Services Unit or programs; and finally to keep abreast of the neighborhood problems and transmit this information, as needed.

C. DEMONSTRATION SOCIAL SERVICES UNIT STAFF BY MODEL NEIGHBORHOOD RESIDENTS

It is proposed, as a dramatic demonstration of neighborhood capability and of potential effectiveness of job restructuring and training, that one of the Neighborhood offices be managed entirely by Model Neighborhood Area residents.

In order to do this, and in order to exploit job opportunities created by changes in welfare procedure on a broad level, it is recommended that a special Job Development and Training grant be made available to accomplish the special restructuring proposed for the Model Cities program. This grant is particularly necessary because the County Social Services Department is presently intensively involved in the required job restructuring. The Model Cities proposals are apt to get lost unless special attention is paid to them.

D. INCREASE WELFARE GRANTS

In importance, this item would go first but sine there are practical problems to increasing welfare grants in only one geographical area, it is recommended that the details be worked out and the increased grants be tied to the operation of the Neighborhood Social Service Centers as described above.

Increases in exemptions and improvement of food supplements programs should be instituted as well as the increase in direct grants.

E. STUDY OF THE INCOME MAINTENANCE PLAN

As soon as possible, a full scale study of an income maintenance program for the Model Neighborhood Area should be started. This study should include not only the form and amount of income maintenance but proposals on how to bring the change in the system about and a detailed procedure for establishing the administrative structure required for effectuation. In other words, this should be a study designed for action within a year.

F. ESTABLISHMENT OF CITIZENS' ADVOCATE UNIT, AN INFORMATION CENTER, AND FAMILY COUNSELING SERVICES

Each of these proposed services require the development of a specific project.

It is recommended that the Model Cities Continuing Planning Staff, in cooperation with the newly established County Social Services Planning Unit and interested residents, develop these proposals as rapidly as possible. Appropriate funding should be sought as soon as the proposals are ready. Therefore, tentative budget items will be included in the one-year program. The programs listed above indicate most of the new or restructed programs which are desired immediately by Model Cities in the Social Services field with the exception of Child Care. The Child Care Proposals are discussed as a single package in the next section.

In addition to these restructured or new services, the Social Services Committee recommends that there be a expansion of protective services for children and the aged within the present social services framework.

It also recommends that money through the U. S. Department of Health, Education and Welfare (HEW) be made available to support an expansion of the Youth Services Bureau described in the Chapter on Crime and Delinquency Reduction. Material on the Youth Services Bureau is attached as Appendix Three.

It is our hope that the programs listed above can be started within the first year of Richmond's Model Cities operation. Some of them might be just beginning by the end of that year. By the second year, the restructuring of services should be in full swing -- many Model Cities residents should be working in jobs not only in the Neighborhood Social Services Center but wherever Social Services are being provided by the county.

Because the income maintenance proposals will so basically effect the other measures, it is difficult to anticipate the exact timetable or the precise elements of the Social Services Program in years two to five. Besides restructuring of grant procedures and increase in the income floor, whatever program details are worked out should include:

1. Coordination with employment programs
2. Expansion of life-enrichment programs
3. Evaluation and reporting control

8.4: CHILD CARE

A. INTRODUCTION

Child Care or Day Care is defined as the care, supervision, and guidance of children for all or part of a day outside their own homes. Thus, day care takes place in small or large children's centers, publicly or privately operated. Children enrolled in Headstart, pre-primary compensatory education programs, cooperative or other kinds of nursery school programs are receiving day care services. Children cared for by mothers in licensed day care homes come under this definition. In addition to these facilities, an unknown number of children are cared for in unlicensed homes where the standards of care are not known.

B. NEED FOR CHILD CARE

Many parents must leave their children regularly for long periods of time in order to go to school or to work. In addition, there are times when almost every mother has personal business of some sort which can be taken care of more effectively without having to take a bunch of children along. Thirdly, the female head of household with mainly young children gets tired and cross and is a less effective mother if she gets no relief from the care of the children. Finally, there are benefits to the children - for example, a change of scenery, expert child care, and some association with adults other than their parents. The urban setting and the increasing numbers of families with only one parent and no additional adult members is a major factor in the need for organized child care outside the home.

1. National Survey of Working Mothers and Need For Child Care Services

In the absence of substantial surveys of the target area, some figures from a national study published in May 1966 might be as applicable to Richmond as an urban area as it is to other cities in the United States.*

---

*"Working Mothers and the Need for Child Care Services," Children's Bureau and Women's Division of the Department of Labor, May 1966.

There are 12.3 million youngsters under 14 years of age whose mothers work, and of every 100 of these children, only 2 are cared for in licensed day care centers or homes. Eight of each 100 had no care at all, which means that many thousands of very young children are left to care for themselves or to wander the streets, and many other thousands, known as "key kids" because of the keys they wear around their necks, let themselves in after school to empty houses. Sixteen children out of every 100 were cared for away from home. Forty-six were cared for at home by other than their mother. Twenty-eight were cared for by their mothers at their places of work. More to the point for our purposes, there are 4.5 million children under the age of six whose mothers work and 2,000,000 of these are under 3 years of age. The survey showed that most mothers worked because, contrary to public belief, they were the sole support of their families, or because, although married, they struggled to maintain their independence.

The study also showed that, for minority families the number of women employed was substantially higher than for the rest of the population.

2. Local Survey of ABE (Adult Basic Education) Recipients

In January 1966, a child welfare worker from the Division of Children's Services, Social Service Department, prepared a small survey of the needs for child care of social service recipients who were referred for taking Adult Basic Education Classes. Of 140 people taking testing, eighty-eight child care questionnaires were returned. Of these, sixty-six indicated that they needed child care services for 132 children, and 77 of these children were 6 or under. Two-thirds of these requests came from the Model Neighborhood Area.

3. Trends Towards Training AFDC Mothers for Employment

The Social Service Department in Contra Costa County is providing training and education for 200-250 mothers receiving Aid to Families with Dependent Children. The changes in the 1968 Social Security Laws appear to require that more AFDC mothers undertake education or training. Child care payments are being

made, but if a child is under 2 and ineligible for existing child care centers, or if the child has special needs, the payments that can be made often will not cover the cost of good day care. The Children's Centers are subsidized by the State Department of Education as well as by parent fees and local school district contributions and can maintain a sliding scale. Licensed day care homes are not subsidized and the fees that can be paid to day care mothers, even if paid for short periods of time by public assistance, cannot be maintained by the mother when she leaves the assistance rolls and goes to work. Even in the Children's Centers where the mother has been paying a small fee while in training, the rate will go up as her income goes up and public assistance ends. She needs to determine whether it is in her own or her children's best interests that she work. If she does go to work, the chances are that because of illness, personal crises, etc., she may lose her job and return to the public assistance rolls.

Two recent studies done by H.E.W. indicated that in two cities 46% and 49% of all AFDC mothers worked, but were in and out of assistance for the reasons listed above. Often their wages were so low that they needed AFDC supplementation. Unless the mother's job is one with a good chance of upward mobile employment which is not generally the case , and unless good child care arrangements can be made, the chances for success for the mothers are limited. Other solutions, according to the studies, such as higher minimum wage laws or family allowance plans need exploration.

4. Existing Facilities For Child Care

Present Children's Centers are full with waiting lists and additional pressure is anticipated. At the present time there are 4 large children's centers in Richmond and San Pablo serving 550 youngsters, many of whom live in the target areas. Maritime and Pullman are on the Southside; Peres in the Iron Triangle; and Lake in adjoining San Pablo.

All of these centers are under the administration of the Richmond Unified School District. Miss Mary

Hall, the director of the Centers, has indicated that the Centers have been full this year and some have long waiting lists. These centers serve working parents mainly, but this year have included a larger number of children of AFDC recipients whose mothers have gone into training or educational programs.

The building up of the Crescent Park area on the Southside will bring new children into the area so that Miss Hall anticipates the need for additional services on the Southside, as well as in outlying areas of San Pablo, El Cerrito and El Sobrante.

Under the CEP (Concentrated Employment Program), the Opportunity Day Care Center, with slots for up to 50 children of CEP enrollees is scheduled to open soon in North Richmond. It is planned that low-income residents from the Model Neighborhood Area will be trained and employed in this center and will provide leadership in extending similar centers in the Iron Triangle and the Southside.

Nursery school and headstart programs are described in the Chapter on Education. While they are primarily designed for early childhood education, they provide an important change of pace for mother and for child.

There are a large number of cases where children are cared for by relatives and neighbors. In the Model Neighborhood Area there are relatively few licensed day care homes because of the complications of California licensing requirements.

5. Inadequacy of Existing Child Care Services

There are too few subsidized child care centers. Furthermore, these centers cannot take care of children under 2 years old nor can they care for the sick child.

There are no facilities equipped to take care of the need of the low-income mother with a short-term child care problem, e.g., a place to leave the children while going to the dentist or while taking the baby to the pediatrician.

The arrangement whereby a parent can leave the child at a neighborh's house is the only available solution for a child under two. It also answers the problems of how to take care of a mildly ill or convalescent child who cannot be in school or in a day care center. However, the cost of obtaining child care from a neighbor is often prohibitive especially for the parent of several children. The mother who leaves her child with a neighbor has little or no assurance of the ability of the neighbor to handle children or the adequacy of the physical surroundings of the home.

There is no way under any of the existing programs, except the new Opportunity Day Care Center, to reduce the cost of child care sufficiently to make it practical to provide child care during times when this mother is at home. Yet when the continuity of child care is broken it is difficult to re-establish, so that this becomes a factor reducing the chances for a mother to continue education or work.

C. GOALS AND PROGRAM APPROACHES

The overall objectives of the Child Care Proposals are:

- To provide the children in the Model Neighborhod Area with child care which can supplement the home and, at the same time, significantly enrich the child's horizons and add to his health and general well-being.
- To provide sufficient variety in the kind of child care facilities so that they meet the requirements of the mother who needs to leave her baby while she sees the dentist, the mother who needs occasional relief, the mother who wishes to go part-time or full-time to school or to work, can all be met.

Members of the subcommittee on child care proposed many new and innovative ideas for day care services in the Model Neighborhood Area. Basic kinds of services should include:

1. Drop-In Centers
2. Mini-Day Care Centers
3. Subsidized Day Care Homes

4. Block Mothers

5. Cooperative Nursery Schools

Specific goals and program approaches are described in the following paragraphs.

GOAL 1:

1. To insure adequate child care when a mother is seeking work, working, out of a job temporarily, needs more training, etc., and to permit the mother to stabalize her life or schooling without worry about the quality, expense or interruption of child care.

   a. Provision of good free day care in a variety of ways to serve children of all ages and parents with differing requirements regarding hours of care, location, etc.

GOAL 2:

2. To increase the supply of child care services to residents of the Model Neighborhood Area.

   a. Try new kinds of child care facilities including mini-day care centers (for 10 children or more), licensed day care homes, block mothers, co-op nursery schools, drop-in centers as well as some expansion of standard day care center.

PROGRAM APPROACHES:

1. Drop-In Centers

   This idea is one which the members of the subcommittee felt most necessary in child care planning. The drop-in center would ideally be located in the multi-service neighborhood centers and would be a place where mothers could safely leave their little ones for a few hours a week while they kept social service appointments, medical appointments, attended a class at the center, went shopping, and so on. Low-income mothers, especially those who are alone and raising several pre-school youngsters, need a rest from the ever-present responsibility of child care, and a little time to "breath". The members of the subcommittee believed the drop-in centers would

give her a lift, and the educational experience to be offered in the centers would be beneficial for her youngsters.

2. Mini-Day Care Centers

To take care of the special need for mothering and loving care of infants and very young children who are not old enough for the Children's Centers, or for children with special needs, it is proposed that a special licensed day care home be established for the care of up to 10 children.

A mature woman with demonstrated ability to raise children successfully would be in charge, and two low-income mothers, whose main qualification would be ability in giving loving care to children, would be recruited to help her. If these homes were established, young teenage mothers could leave their babies for the day while they returned to school and could, after school, return to help with their youngsters. They, too, could be involved in the educational plan envisioned in the training program or could learn about better care for their youngsters as they watch the actions of the experienced day care mothers.

3. Subsidized Day Care Homes

It is proposed that recruiting be done for mothers interested in providing day care for one or two youngsters besides her own. These mothers would be recruited through a joint effort of the licensing staff of the Division of Children's Services and the neighborhood organization staffs. This is another way of providing loving care to youngsters who are very young. Low-income mothers do not have the funds to pay for child care services, and the Social Service Department's funds for payments for child care services are very limited. Subsidized day care homes, like subsidized day care centers, may offer a new way to meet a pressing need in the Model Cities areas. It is suggested that 4 or 5 subsidized day care homes in each area be licensed and that each day care mother be paid about $17.50 a week for one, $25.00 a week for the care of two youngsters. If the mother is an AFDC recipient, arrangements should be made with the Social Service Department to exclude this additional income in

figuring the AFDC grant. AFDC mothers could then more easily participate in education or training programs without worrying about how to pay for child care, since there would be no cost to the mother. At the same time, those providing the service would be fairly compensated.

4. Block Mothers

The members of the subcommittee felt that use of grandmothers could be made both as helpers at the drop-in centers whom the children would get to know as "block mothers". They could be paid a salary and used as baby-sitters when children in the home were ill with colds or when they were over the worst of childhood diseases, such as chicken pox, etc. One of the biggest hazards for the AFDC mother attempting to take training, complete an education, or maintain a job, is that she must stay home with children when ill. Granted that the mother must and would want to be home when children are really sick, it is a fact that illnesses, often of a minor nature such as colds, will prevent a child from going to a day care center and the mother must drop her plans for the future. The members of Day Care Subcommittee also felt that there are often older women whose children are grown, who would welcome a chance to be useful and who love children. Their talents should be used in providing better day care services in the Model Cities Neighborhood. Recruiting for "block mothers" would include members living in the Hacienda housing project.

5. Cooperative Nursery Schools

The Day Care Subcommittee believes that a nursery school experience should be available to all children and that these should be organized and encouraged to grow in the Model Neighborhood Area. At the present time 345 children are served by pre-primary programs and a Headstart program sponsored by the Richmond Unified School District, and 80 are served by the Richmond Child Development Group's Headstart program. Because of rigid income requirements and limited funding, many children living in the Model Cities Areas can not participate in these programs. The benefits of early childhood education should be estended to residents in these areas not presently included.

Involvement of the mothers was considered essential by the Subcommittee, for their own personal enrichment as well as for practical help in child-rearing practices. It was further suggested that participation by the mother would be a requirement for admission of a child. To encourage participation at least once or twice a month plus orientation training, a mother should be paid $2.00 an hour for her services. She would also have the opportunity to "move up" as her skills increased and be paid at a higher rate as she succeeded. Combining nursery schools and day care homes can provide a 2 to 5 years old with the needed stimulus of early childhood education, and at the same time provides a day care set up for older or younger children in the same family.

GOAL 3:

To use all child care services, short term or long term, regular or occasional, as opportunities for physical, emotional and cultural enrichment.

- Provide stimulating toys, books, play equipment, etc., at all "kiddy-korrals", day care homes, etc.
- Insure attractive surroundings for the children through training and inspection procedures.
- Provide training for child care personnel building on their knowledge of the children of the neighborhood as well as general "child rearing" practices.
- Provide food supplement and health care services in connection with child care facilities.

In the case of the day care homes and the mini-centers, the County Division of the Children's Services would be asked to provide staff for licensed studies and offer consultation on planning as requested. Public Health Services would be asked to provide health, education and nutrition services to the mothers of infants and young children in the centers and the licensed homes.

Increased food supplement should be provided to all Child Care Facilities. Child care facilities would be an entry point for comprehensive health care under the direction of the proposed Health Care Teams.

GOAL 4:

To help parents make better use of available resources by providing a place to leave the children while the parents go to see the doctor, to inquire about public housing, or go shopping, and to give the mother in a one-parent household needed rest and relaxation.

Incorporate short term child care facilities - "manned kiddy korrals" - at all offices, clinics, etc., where mothers may need to go in large numbers, and in neighborhood community buildings, housing developments, etc., as alternative places to leave children while parents conduct personal business.

GOAL 5:

To increase Model Neighborhood Area residents' skills in child rearing and to increase employment and income.

A joint training program in early childhood education, health, child development, staff-parent relationships, etc., would be planned for personnel in all of these programs possibly with the help of the agencies mentioned and from Contra Costa Junior College. Training would be mandatory for all participants in the programs listed above. The training would be a coordinated effort leading to a certificate in child care. A promotional ladder, beginning with trainee positions and extending to teaching and supervisory levels, should be devised to insure opportunities for advancement.

Summary

As more and more low-income mothers go into training programs, complete their education, or go to work, there is a growing need for more day care facilities. Statistics from the day care centers and the pre-primary programs indicate that often the children come from one-parent families, mothers alone who work or are in training programs, or have many additional demands on their time and energy. The degree to which good day care facilities are available for children will have an effect on their ability to do their best in school and in later life to develop feelings of confidence about themselves. Good day care facilities should provide loving care, good food, and opportunities for intellectual and social development

D. PRIORITIES AND STRATEGY

The proposed Child Care program could be established in several different ways: as a series of independent operations under public or private sponsorship or a combination of the two, as a single tightly organized project with several parts, or with a single overall Child Care agency which would sub-contract various parts but would provide the available know-how and fiscal responsibility to make it easier to finance and guide the total effort.

A detailed project proposal must be worked out but several considerations suggest a "blanket" agency with sub-contracts. First, it is highly desirable to use neighborhood organizations and individuals in almost all the direct-care operations. This can be made easier if-for the first year at least-fiscal matters, insurance, arrangement of food supplements, health, etc. can be expedited through the existence of a central agency. Secondly, this is a program which does not fit into any usual funding operation.

Since over 50% of the young children in the Model Neighborhood Area are on AFDC and since the number of AFDC mothers using the Child Care services is expected to exceed this proportion, we would request that the Social Service Department pay a flat fee per child for 60% of the child-hours to be provided by the service -- on the basis that this is the pro rata use by AFDC mothers.

National Institute of Mental Health funds will be sought for the remainder, since it is believed that this approach has highly significant possibilities as a tool for improved family stability and overall community mental health.

The problems of multiple funding increase the need for some form of central direction. Once the central agency is established the recommended timing would be generally as follows:

Year One:

1. Working out subsidy arrangements for child care facilities and exemptions for income with Social Services Department and others.
2. Joint working out of training programs with concerned agencies.

Year One: (con't.)

3. Establishment of pilot mini-day care centers.
4. Recruitment of mothers interested in providing day care in their homes.
5. Establishment of an experimental "manned Kiddy Korral".
6. Expansion of pre-school education programs. (Not necessarily dependent on the order above)

Year Two:

1. Opening of additional mini-day care centers and day care homes.
2. Opening additional conventional day care centers, if needed.
3. Establishment of "manned Kiddy Korrals" at major public and community offices, serving Model Neighborhood Area residents (i.e., Health Clinics, Social Service Office, etc.).

APPENDIX 8-1 REQUEST FOR CONSULTATION REGARDING INCOME MAINTENANCE

INTRODUCTION

In August, Richmond requested consultation services to help develop a proposal for a demonstration income maintenance program.

This request, given in the following pages, indicates some of the specific goals Richmond wishes to incorporate into an income maintenance proposal.

Appendix 8-2 is the reply to our questions which we received from the consultant firm, Social Psychiatry Research Associates.

This reply consists mainly of questions. It includes a number of questions which can be answered as a matter of policy. It also reveals a great many problem areas which require more research or decisions at County, State or National levels for effective implementation.

The inclusion of this report indicates that we are cognizant of the problems related to an Income Maintenance program and recognize the need to develop a realistic approach. We are also determined to develop a sound program appropriate to Richmond.

August 15, 1968

TO: ______________________________

____

FROM: Henry Dishroom, Model Cities Program Coordinator

SUBJECT: CONSULTATION SERVICES FOR A DEMONSTRATION PROJECT OF GUARANTEED INCOME IN THE MODEL NEIGHBORHOOD AREA

The Richmond Model Cities program is interested in obtaining technical assistance and consultation to develop a tentative first draft proposal for a demonstration of guaranteed income for residents of the Model Neighborhood.

Model Cities has statistical data relating to population, unemployment, welfare loads, and other social and economic characteristics of Model Neighborhood residents.

Residents participating in the Model Cities planning have identified certain components which they would want included in or consistent with a guaranteed income program. These include:

a) Establishment of an income floor which would insure a decent standard of living and security for participants.

b) Establishment of provisions which would encourage and be financially supportive of employment and pre-employment endeavors, as well as educational and other life-enriching efforts. This would include activities which contribute to the general well-being of the community, or to development of the individual. An obvious example would be provisions for a "bonus" amount above the income floor for all those attending college. Similar "bonuses" should be available for all interested people regardless of their prior training or educational level.

c) A delivery system which avoids the abrasive and stigmatizing aspects of present welfare systems, e.g., arrangements with banking establishments, or other financial institutions to handle guaranteed income accounts and to disperse funds.

d) Provisions for meeting emergency situations by some simple procedure, e.g., low interest loans.

e) Provisions to insure resident participation in decisions of policy and procedure.

Model Cities has general commitments from federal agencies to assist in developing and implementing its programs. We are also receiving support from appropriate state and county agencies. Due to the complexities inherent in a demonstration project of guaranteed income, however, we need consultant assistance in developing a sound demonstration program proposal quickly.

We would like evaluation and recommendations of alternative systems with respect to such concerns as:

a) Financial feasability and funding sources

b) Scope of program implementation

c) Research design and research objectives

d) Implications and repercussions to residents not included in the demonstration project

e) Inclusion of economic principles to enable use of guaranteed income as a base for building permanent economic resources in the low-income community

f) Planning and implementation strategies to enhance public acceptance and funding

g) Provisions to encourage minimum wage requirements and equitable salary policies consistent with the guaranteed income program

h) Identification of barriers, limitations and problems inherent in implementing a demonstration project
of of guaranteed income

While some initial determination of the above questions appear essential, we realize that they constitute neither a comprehensive nor highly sophisticated list. We are working to an impossibly tight schedule, and would need preliminary outlines of alternate approaches that can be discussed with the Model Neighborhood Citizens' Board and other interested residents in the first week of September. We would need a report which provides a program approach answering the main questions which might arise, including rough cost estimates by the first week

in October, to enable its inclusion, if acceptable, in a proposal package to be submitted to the Department of Housing and Urban Development on December 1, 1968.

If you are interested in providing these services, please contact me as soon as possible.

HENRY DISHROOM
Program Coordinator

HD:mi

APPENDIX 8-2 REPORT FROM SOCIAL PSYCHIATRY RESEARCH ASSOCIATES

TOWARD A GUARANTEED MINIMUM INCOME PROPOSAL FOR THE RICHMOND MODEL CITIES NEIGHBORHOOD

I. INTRODUCTION

The notion that uncomplicated economic need should be met by uncomplicated economic relief is rapidly achieving respectability. Once only a theme in the oratory of the hopelessly idealistic and the daydreams of the hopelessly poor, it is now attracting the serious attention of cautious men of letters and practical men of power. This new attentiveness is solidly recommended by two features of the contemporary American scene. First, a seemingly infallible economic prosperity envelops the nation, buttressed by the belief that we possess the means to extend it indefinitely. This prosperity has generated and secured the economic wherewithal which is a fundamental requisite of income redistribution. Long term affluence may have also rendered the national conscience vulnerable, suggesting that the needed potical consent is a realistic expectation. Sensitive to both realities, President John referred to "minimum income guarantees" in the Economic Report of the President of both 1967 and 1968; a Presidential Commission on Income Maintenance is to submit its findings in 1969. Second, three decades of research and administrative experience has forced an appreciation of the limits of the existing income maintenance and anti-poverty apparatus. Through these programs, millions have been delivered from economic impoverishment or helped to avoid it entirely. Each success, however, deepened the plight of the almost thirty million persons still left behind. Individually and collectively the existing programs and concepts that structure the official promise of economic security have been shown to be able to achieve that purpose only on a selective basis. They may continue to contain and even further reduce impoverishment, but they can no longer be expected to eliminate it. Significant amounts of testimony more than suggest, at least in the instance of public assistance, that a point of diminishing returns has been reached. Indeed, it may yet prove to be one of the monumentally tragic ironies of American history that this expensive, pervasive program perpetuates as much or more poverty than it alleviates. More broadly, a national system of transfer payments that equally benefits the poor and the non-poor[1] may seem democratic

---

[1] Robert J. Lampman, "How Much Does the American System of Transfers Benefit the Poor?" in Leonard H. Goodman (ed.) Economic Progress and Social Welfare, New York: Columbia University Press, 1966.

APPENDIX 8-2 REPORT FROM SOCIAL PSYCHIATRY RESEARCH ASSOCIATES

TOWARD A GUARANTEED MINIMUM INCOME PROPOSAL FOR THE RICHMOND MODEL CITIES NEIGHBORHOOD

I. INTRODUCTION

The notion that uncomplicated economic need should be met by uncomplicated economic relief is rapidly achieving respectability. Once only a theme in the oratory of the hopelessly idealistic and the daydreams of the hopelessly poor, it is now attracting the serious attention of cautious men of letters and practical men of power. This new attentiveness is solidly recommended by two features of the contemporary American scene. First, a seemingly infallible economic prosperity envelops the nation, buttressed by the belief that we possess the means to extend it indefinitely. This prosperity has generated and secured the economic wherewithal which is a fundamental requisite of income redistribution. Long term affluence may have also rendered the national conscience vulnerable, suggesting that the needed potical consent is a realistic expectation. Sensitive to both realities, President John referred to "minimum income guarantees" in the Economic Report of the President of both 1967 and 1968; a Presidential Commission on Income Maintenance is to submit its findings in 1969. Second, three decades of research and administrative experience has forced an appreciation of the limits of the existing income maintenance and anti-poverty apparatus. Through these programs, millions have been delivered from economic impoverishment or helped to avoid it entirely. Each success, however, deepened the plight of the almost thirty million persons still left behind. Individually and collectively the existing programs and concepts that structure the official promise of economic security have been shown to be able to achieve that purpose only on a selective basis. They may continue to contain and even further reduce impoverishment, but they can no longer be expected to eliminate it. Significant amounts of testimony more than suggest, at least in the instance of public assistance, that a point of diminishing returns has been reached. Indeed, it may yet prove to be one of the monumentally tragic ironies of American history that this expensive, pervasive program perpetuates as much or more poverty than it alleviates. More broadly, a national system of transfer payments that equally benefits the poor and the non-poor[1] may seem democratic but the Democracy thus created must then somehow rationalize the large and permanent under class of economically irrelevent human beings in its midst.

---

[1] Robert J. Lampman, "How Much Does the American System of Transfers Benefit the Poor?" in Leonard H. Goodman (ed.) Economic Progress and Social Welfare, New York: Columbia University Press, 1966.

Poverty, of course, is a more encompassing term than economic need. Existing anti-poverty programs, even if they were perfectly efficient distributors of skills, opportunities and hopes, would still be fatally flawed by their failure to redirect much income to their constituents. Existing income maintenance programs, even if they effected more adequate income transfers, would still leave much poverty in their wake in the form of the able-bodied unemployment, deteriorated housing, inadequate schools and other familiar and ugly conditions that would continue to be the reluctant, humiliating inheritance of the lowest income groups. The profound recognition that the related problems of urban decay and poverty require vastly more comprehensive strategies and coalitions than have been attempted heretofore is the singular strength of the Model Cities Program. Given the enormity of the need for improved services and facilities and the distracting complexity of planning and implementation, however, the singular danger is that provision for adequate, effective economic relief may again be overlooked.

All these reasons, augmented by the previously detailed planning studies conducted during the first year of the Richmond Model Cities Program, support the conclusion that a clear and high priority be assigned to the development of a program to eliminate the wide spread economic need of families living in the Model Neighborhood Area. The timeliness, cost and national policy implications of such a program, however, demand a meticulous consideration and exacting specification of its details. In addition, the special needs of the Model Neighborhood Area, the continuing commitment to citizen participation, the complexities that must arise in the search for a design that best serves objectives, the relatively late beginning made, and the long list of unanticipated, but entirely relevant, issues and questions raised by consultants employed to draft a program proposal, further recommend a careful and deliberate approach. Thus, this document does not describe a specific program. Rather, it is a requesto for support an effort to plan and create a competent description of the definitions, administrative arrangements and research needed to implement the promise of release from economic need for the people of the Model Neighborhood Area, as well as, by example, those living in other places and at other times.

II. Objectives and Problems

Discussions among members of the Model Neighborhood Citizens Board, other community residents, program officials

and technical consultants have crystalized the following objectives for the income maintenance component. Some problems already recognized in each of the stated intents are listed immediately thereafter and may be taken to suggest the parameters of the proposed study.

A. The Objectives

1. The level of economic assistance must be adequate, rather than token, and in amounts such that the great majority of eligible recipients can reasonably be expected to perceive it as such.

2. The scope of the program must encompass all qualified persons in the Model Neighborhod Area. Where restriction of scope is advised, the obligation of clear and convincing argument should fall on the advisor. If restrictions in scope prove necessary, we incline toward a program that will give priority to the economic needs of families with children. In any case, Objective 1 shall carry a higher priority than Objective 2.

3. The primary tests of administrative devices selected to dispense and account for benefits must be the continuing willingness of all eligible participants to initiate and continue their enrollment (save only for those previously or otherwise eligible recipients who successfully secure more adequate levels of income than those available through the program) and the participants' satisfaction that their claims are processed with dignity and respect.

4. The design of the program should include provisions that meaningfully reward employment endeavors, as well as educational and other life-enriching efforts, without in any way bringing into question the qualification for benefits of persons who, for whatever reasons, do not obviously or persistently yield to such inducements. Income deficiency, as it eventually comes to be defined in the program, must remain the sole criterion for basic eligibility.

5. A high order of resident participation in decisions of policy and procedure should be obtained through provision of a variety of participatory forms and structures sufficient to insure the accomplishment of the intent of this objective.

6. In appreciation of the responsibility both to the larger public, as well as the political vulnerabilities of the minimum guaranteed income concept, the program design needs to include adequate provision to discourage, detect, catalouge and respond to the possibility of fraud. In turn, this effort must be designed and carried in a way that conforms at least to the most enlightened and humane standard of investigatory technique currently found in the best of public programs.

7. In deference to the requirements of knowledge and in the service of the minimum income guarantee concept, a research component adequate to the task of producing the clearest possible measurement and evaluation of selected program functions shall be designed and assigned a high priority in the planning and implementation stages of the program.

B. Problems and Questions for Study

The likelihood of funding constraints, and the already apparent conflicting conditions demaned by the separate objectives (entirely apart from the question of available program funds), will make the final mix and priority ranking of the aforementioned objectives the product of difficult compromises. This is particularly true in light of the commitment to broad citizen participation. No significant change, however, will be permitted either in the substance or ranking of the first listed objective. In turn, some of the questions relevant to each of the separate objectives and requiring further study are listed below (no priority is implied by the order in which these questions are listed):

Objective No. 1: Benefit Levels. (1) What is an "adequate" income? What is an "adequate" level of guaranteed income? Which of the many available definitions of economic poverty (e.g., Council of Economic Advisors, Conference on Economic Progress, Social Security Administration, Department of Agriculture, etc.) should be adopted, if any? (2) What variables or standards should be reflected in or control the level of support (e.g., food plan costs, family size, age of family members, vocational status of family head, debt status of family at time of appli-

cation for benefits or some number of months before or after application, etc.)? (3) What sources of current family income should or should not be counted in determining eligibility for benefits (e.g., scholarships, earnings of minors, alimony that is paid only irregularly and unpredictably, Job Corps income, temporary or permanent disability or other insurance benefits, free school lunches given minors, the market value of non- or low-income producing assets, capital gains and losses, various other forms of tax-exempt and non-reported income, etc.)? (4) What shall be the relationship of this program to other assistance programs? Will this program supplement or replace existing financial assistance programs? How will benefits received in this program be regarded by agencies administering other assistance programs? (5) What, if any, special expenditures or other family financial obligations should justify a larger grant than otherwise is provided (e.g., a family whose special financial needs were persistent and heavy enough to force regular recourse to public assistance, even though it was in receipt of a guaranteed income through the program)? (6) What special features of life in Richmond or the Model Neighborhood Area ought be considered in determining benefit levels? If special locally operant conditions are given any significant weight in setting benefit levels, how would this reduce the "model" value of the Model Neighborhood Area program? (7) What allowance should be made for inflation? (8) What shall be the unit of recipient? (9) How many beneficiary units in the Model Neighborhood Area have incomes below the anticipated level of support? How great is the total income deficiency? (10) For what period of time will benefit levels be guaranteed? (11) What changes in benefit levels occur when a family member enters a public custodial institution for a long or indefinite period?... for a short period?...for intermittent periods? Similarly, for long term hospital patients, especially if insurance covers normal maintenance expenses while in the hospital? (12) How can the program guarantee its commitment to certain levels of benefit if the Model Neighborhood Area population trend continues (i.e., those with greater income deficiencies are replacing those with lesser ones or non at all)? What other trends are likely to affect the level of demand on the program? (13) How responsive should benefit levels be to fluctuations in beneficiary income, particularly in relation to those units that often, if not regularly, cation for benefits or some number of months before or after application, etc.)? (3) What sources of current family income could or should not be counted in determining eligibility for benefits (e.g., scholarships, earnings of minors, alimony that is paid only irregularly and unpredictably, Job Corps income, temporary or permanent disability or other insurance benefits, free school lunches given minors, the market value of non- or low-income producing assets, capital gains and losses, various other forms of tax-exempt and non-reported income, etc.)? (4) What shall be the relationship of this program to other assistance programs? Will this program supplement or replace existing financial assistance programs? How will benefits received in this program be regarded by agencies administering other assistance programs? (5) What, if any, special expenditures or other family financial obligations should justify a larger grant than otherwise is provided (e.g., a family whose special financial needs were persistent and heavy enough to force regular recourse to public assistance, even though it was in receipt of a guaranteed income through the program)? (6) What special features of life in Richmond or the Model Neighborhood Area ought be considered in determining benefit levels? If special locally operant conditions are given any significant weight in setting benefit levels, how would this reduce the "model" value of the Model Neighborhood Area program? (7) What allowance should be made for inflation? (8) What shall be the unit of recipient? (9) How many beneficiary units in the Model Neighborhood Area have incomes below the anticipated level of support? How great is the total income deficiency? (10) For what period of time will benefit levels be guaranteed? (11) What changes in benefit levels occur when a family member enters a public custodial institution for a long or indefinite period?.. for a short period?.. for intermittent periods? Similarly, for long term hospital patients, especially if insurance covers normal maintenance expenses while in the hospital? (12) How can the program guarantee its commitment to certain levels of benefit if the Model Neighborhood Area population trend continues (i.e., those with greater income deficiencies are replacing those with lesser ones or non at all)? What other trends are likely to affect the level of demand on the program? (13) How responsive should benefit levels be to fluctuations in beneficiary income, particularly in relation to those units that often, if not regularly, have incomes that move back and forth across the guaranteed figure? How regard the beneficiary unit that rises above the guaranteed figure only once, but by a substantial margin (e.g., through inheritance, a sweepstake ticket, life insurance benefits, social security death benefits, etc.)? (14) How treat the income of a serviceman who is the head of an eligible household, but is stationed away from home? What, if any, benefits should go to an otherwise eligible beneficiary unit made up of a serviceman and his dependents, all of whom are temporarily living elsewhere, even if that "temporary" period is more than a year?

Objective No. 2: Scope of Program. (1) In what ways will the commitment to maximum scope violate the high priority given to research? By what criteria will decisions be made to accede to or sacrifice sampling requirements? (2) Who is a "qualified person (e.g., is a beneficiary unit qualified if it moves into the Model Neighborhood Area on the day benefits begin?...three months after?...particularly if it is clear that the move was made merely to qualify for such benefits? (3) Do one or two beneficiary units come into being following a divorce, separation or desertion? What change in the number of beneficiary units occurs when a seventeen year old girl marries and continues living in the same domicile? (4) How is the eligibility of a beneficiary unit affected if it moves out of the Model Neighborhood Area?...one day after its eligibility is determined based on its then current residence?...three months after? (5) What is the eligibility status of a member of a beneficiary unit in prison at the time benefits begin?...sent to prison some months after benefits begin? (6) What is the eligibility status of a beneficiary unit into which a live child is born, but which dies two minutes after birth? Shall Internal Revenue Service practice of treating such a dependent as if it had lived for a full year be followed? (7) What is the eligibility status of a family, one of whose minor members runs away and is not found or goes to live with distant relatives for six months? (8) For all of the above and many similar questions, what data is there on which to base an estimate of the degree to which each of these events will in fact occur, and how should the more significant of these events influence the definition of "qualified" beneficiary unit?

have incomes that move back and forth across the guaranteed figure? How regard the beneficiary unit that rises above the guaranteed figure only once, but by a substantial margin (e.g., through inheritance, a sweepstake ticket, life insurance benefits, social security death benefits, etc.)? (14) How treat the income of a serviceman who is the head of an eligible household, but is stationed away from home? What, if any, benefits should go to an otherwise eligible beneficiary unit made up of a serviceman and his dependents, all of whom are temporarily living elsewhere, even if that 'temporary' period is more than a year?

Objective No. 2. Scope of Program. (1) In what ways will the commitment to maximum scope violate the high priority given to research? By what criteria will decisions be made to accede to or sacrifice sampling requirements? (2) Who is a 'qualified person (e.g., is a beneficiary unit qualified if it moves into the Model Neighborhood Area on the day benefits begin?...three months after?..particularly if it is clear that the move was made merely to qualify for such benefits? (3) Do one or two beneficiary units come into being following a divorce, separation or desertion? What change in the number of beneficiary units occurs when a seventeen year old girl marries and continues living in the same domicile? (4) How is the eligibility of a beneficiary unit affected if it moves out of the Model Neighborhood Area?...one day after its eligibility is determined based on its then current residence?..three months after? (5) What is the eligibility status of a member of a beneficiary unit in prison at the time benefits begin?...sent to prison some months after benefits begin? (6) What is the eligibility status of a beneficiary unit into which a live child is born, but which dies two minutes after birth? Shall Internal Revenue Service practice of treating such a dependent as if it had lived for a full year be followed? (7) What is the eligibility status of a family, one of whose minor members runs away and is not found or goes to live with distant relatives for six months? (8) For all of the above and many similar questions, what data is there on which to base an estimate of the degree to which each of these events will in fact occur, and how should the more significant of these events influence the definition of "qualified' beneficiary unit?

(9) What considerations other than financial limitations and research requirements are appropriate modifiers of scope (e.g., duration of benefits, degree of unit need, longevity of unit need, composition of beneficiary unit, vocational status of unit head, prognosis for economic self-sufficiency in the near or long term, etc.)? (10) How have or how are other guaranteed income projects addressing these related questions?

Objective No. 3: Administration of Program. (1) What degree of inevitable discrepancy, stated as a percentage, between the officially defined scope and the actual enrollment will be defined as "effective full coverage"? On what grounds? (2) What techniques, if any, will be employed to secure "effective full coverage", and in what proportion (e.g., casefinding, use of the mass media, neighborhood canvasses, neighborhood committees, mailing list of other organizations, public meetings and rallies, word-of-mouth contact between beneficiaries and potential beneficiaries, etc.)? What will be the cost of such an effort and what percentage of the total administrative budget should be given to it (e.g., entirely integrated within the program or set up substantially independent of it; if independent, professional organizers, a private advertising agency, or a specially created citizen's corporation)? (3) What provision is to be made (i.e., structure, personnel, budget) for responding to dissatisfied beneficiaries that press their complaints individually?...press their complaints collectively? (4) What specific arrangements to obtain feedback from recipients will be provided, or will it merely be trusted that the necessary feedback will flow from the general commitment to representative citizen participation? How or will complaints be encouraged? (5) What specific standards of service will pertain (e.g., waiting lines, time between requests or registry of complaint and response or resolution, hours and accessibility of service, etc.)? (6) What are the proper qualification of administrative personnel (e.g., background in human relations? economics? business administration? law? Practical experience in anti-poverty programs?) at various levels of the administrative structure? Which personnel should and which need not be Negro?...must or must not be Negro? (7) What effective ties should the program have with which other agencies in the Model Cities Program?...outside of the Model Cities program, particularly public assistance agencies?

(8) What are the important public relations functions for which administration should be equipped and responsible? (9) How much of an administrative staff is needed to administer "simple economic relief"? (10) What agency should carry the actual function of income distribution and what should its relationship be to the program? What would a bank or other competent organization charge for such a service? What special equipment may be needed? (11) Would the distributing agency, or the program, receive and act on complaints about delayed or lost checks, etc.?

Objective No. 4: Encouragement of Life Styles. (1) What categories or specifics of life style elements are to be encouraged? (2) What variety of inducements will be offered (e.g., cash bonus, housing or other service priority award, public recognition, loan or other credit benefits, etc,)? (3) Will some (and if so then which) life style elements be more highly regarded in the form of differential allocations of reward? (4) What will be the measure of adoption or integration of the valued element of life style into the life style of the beneficiary? (5) If a beneficiary returns to old ways after the receipt of the reward, will he incur a debt to the program or will he be permitted to reimprove and be rerewarded? (6) Will a double or otherwise multiple reward follow adoption or integration or more than one class of improvement in life style, or will rewards be limited to one per person (or family) no matter how profound or varied are the elements of its progress and no matter how long the improvement(s) is sustained? (7) How will the measure of improvement be applied? What will be the definition of "fraud" regarding the application for and receipt of a reward? How will it be responded to administratively? Who will evaluate applications for rewards? (8) What are the anticipated costs of the reward system, both in money and personnel time? What would happen to the reward system in the event that a "problem of success" develops (i.e., significantly more beneficiary units come to qualify for rewards than was anticipated in the program budget)? (9) If, in order to reduce the complexity of its administration, rewards are restricted to employment endeavors, what anticipated complaint can be expected by beneficiary units unable to pursue labor force solutions to their problem of economic adequacy (e.g., a household comprised of a mother and six children or two aged adults)? How shall the program respond to such demands for equity?

(10) Shall there be any negative inducements (i.e., curtailment or reduction of benefits for any worsening of life style)? For example, what shall be the entitlement to reward for a beneficiary who moves from an unemployed to employed status, and is caught stealing from his employer during his fourth week of employment? (11) Is there any way to design an effective enducement system that does not inevitably require a high order of objectionable control over beneficiaries?

Objective No. 5: Resident Participation. (1) How shall resident participation be structured? How shall participants be selected, and by whome? (2) Who is a "resident" (e.g., any resident of Richmond, any resident of the Model Neighborhood Area, any resident of the Model Neighborhood Area who is also a member of a beneficiary unit or a former beneficiary unit, the owner of a small business in the Model Neighborhood Area, but elsewhere resident, etc.)? Should there be a mix of "residents" and in what proportion? (3) What categories of issues, because of their technological content, will not be subject to community participation, if any? What categories of issues, because of their local significance, ought be decided on the basis of community wishes and independent or regardless of the opinions or findings of staff experts? Regarding both previous questions, will any group hold veto power for any issues? (4) What operational procedures shall be used to determine "what the community wants" in coming to a design or other specification of the initial program plan? (5) What shall the standard be for the desired degree of community participation, and how shall it be measured? (6) Is every resident to be counted as equal to every other resident in seeking to achieve the desired degree of actual community participation, or are some residents or groups to be especially valued as participants? (7) Will the character of this participation, on any or all of its levels, be advisory or decisive? (8) What kinds of decisions will be located at what levels in the structure of resident participation? (9) How will resident participation be kept alive and vital, rather than merely symbolic and ceremonial? What program or efforts will be directed to maintain the live interest of residents receiving benefits, but having no other discernible relationship to the program, if indeed any such efforts should be made? (10) What should be the staff relationship to the various forms of resident participation? (11) What specific benefits (other than

its public relations value) accrue to the program out of citizen participation, or are the costs of developing this participation to be justified merely by a reference to general democratic values? (12) Should some special educational program be designed to better equip residents for various kinds and levels of participation? If not, is this because no special competence is really needed, the participation is not likely to effect dicision outcomes, the decisions to be made are inconsequential, or the difficulties would be too great in terms of the benefits to be expected from such an educational program?

Objective No. 6: Fraud. (1) What is the operational definition of fraud? What possible sets of circumstances will not be called fraud by the program, but are vulnerable to such definition by consequential groups and persons outside of the program? (2) What, if any, appeals arrangements will be provided? (3) In which instances, regarding what specific charges will the burden of proof lie on which party to the complaint? (4) What will be the routine procedures for discouraging or detecting fraud?...what will they be for incidents in which some specific presumptive evidence of fraud already exists? (5) What relationship shall exist between the general surveillance machinery, the machinery for the disposition of fraud charges in specific cases and the objective of citizen participation? (6) What is the legal status of a fraud procedure, and will the beneficiary unit under suspicion or found guilty have recourse to legal aid? Who will provide that aid? (7) Are and what kinds of specialized personnel will be needed to carry the investigative function? To whom will they be responsible? Should it be a separate effort, even separately located, or should it be integrated with other responsibilities of program personnel? (8) What will be the response to evidence or suspicions of fraud voluntarily reported by beneficiaries? ...by public officials or otherwise consequential persons? (9) What will be the status of program records relevant to fraud dispositon (i.e., who will and will not have access to them in specific or continuing instances, including research personnel)? (10) Under what conditions, if ever, and by whose authorization would or could the agency resort to criminal prosecution? (11) Assuming fraud is proved, what penalties, if any, will be exacted from guilty beneficiary units?

(e.g., return of excess funds received, exclusion from further benefits, release of information to department of welfare or other public notice, etc.)? (12) Will or should there be different penalities for beneificiary units with and without minors? (13) Assuming the inevitability of some incidence of fraud, what is to be considered a high or low level incidence, and by what criteria and computation (e.g., rates experience in public assistance locally and elsewhere, etc.)? (14) What should be the agency posture toward the subject of fraud be (i.e., treat it on a case by case basis, always seeking the minimum publicity and number of persons involved; or should, i.e., the incidence rates re regularly made known to recipients or the community in general? is it to be the concern of trusted insiders, or is a frank and open dialogue to be maintained? How and by whom?)?

Objective No. 7: Research. (1) How separate or integrated should the research component be, particularly in terms of what has been learned in the past few years about the relative values and disadvantages of both? If separate, shall research in any way be represented in the ongoing decision making of the program? (2) In budgetary terms, how large shall the research enterprise be? (3) Precisely what effects should be measured and what hypotheses tested?[1] Just as precisely, what anticipated and unanticipated effects of a guaranteed income scheme will not be the subject of research? By what explicit criteria will such judgments be made? (4) Among the specific tasks that must be accomplished relevant to research during the planning period, which questons are essentially technological, and which do program and administrative personnel, community residents, interested public officials, federal government staff, and/or board members have some special concern for, right to, responsibility for, competence for participating in their resolution? Whoever is involved, who will make the final determination? (5) What specific conflicts can be anticipated between research and personnel or other persons acting in the name of client advocacy? Once terms are agreed to what will govern the research-program relationship in general or specific instances, under what circumstances and through what procedures will later adjustments be made? (6) What kinds of, if any, consequential research can be conducted that will not require otherwise eligible persons to receive

---

[1] The list of potential questions for research is enormous and is not attempted here. It can be said, however, that the research questions and problems increase with the number and variety to objectives set for the program.

increased, decreased or no benefits? (7) Will the research program require a public relations effort of its own, or by what means will it be permitted access to clients, records, etc.? How will recipient and non-recipient resident and non-resident non-recipient cooperation be achieved, at least to the extent needed? (8) Should research personnel have any responsibility for reporting its findings to the recipient community, or any larger group of residents? If so, through what forms should this occur and following what timetable? Should special effort be made to insure or raise the level of community interest in at least some research findings? (9) How, if in any way, should research be expected to inform program operations? (10) Shall any broad and firm restrictions be defined to govern or limit the research effort (e.g., restriction of benefits not to be permitted, denial of representation at policy making levels, denial of access to certain persons or records, etc.)?

III. Problems of Overall Program Design

1. Regarding most or all of the aforementioned questions, a reasonable assumption can be made that somewhere a record of comparable experiences exists. The search for and analysis of this record, at least in relation to major questions, is a necessary part of program design, and should be adequately supported in time and funds.

2. The final program design must avoid two already felt temptations regarding program goals. The first temptation supports the belief that all goals can and are to be maximized; the second temptation supports the belief that one objective can dominate the others in all instances, leading to easy compromise of the potential in those others. There is the futher possibility that latent criteria, difficult to make explicit and thus unavailable to public discussion, will effectively control the capacity to arrange the necessary compromises (e.g., commitment to local over extra-local interests, beliefs about the responsibility or irresponsibility of the poor, beliefs about the validity or invalidity of scientific data, etc.). Given the commitment to broad participation in both the planning and implementation stages, the process of determining effective program priorities is likely to expose the conflict that is embedded in social, political and technological realities. The program planning process, thus, will require the heavy amounts of time that alone can produce the needed, binding accommodations. To date, it can only be said that

the realization is growing that compromises and priorities will have to be more carefully defined than heretofore.

3. The fact that this income maintenance program would be directed to a community that is also the subject of a much more comprehensive change effort poses a major design problem. The hope that poverty, as well as income deficiency, can be eliminated clearly recommends articulating the income maintenance program to as many other relevant Model Cities Programs (e.g., housing, employment, education, health, etc.) as possible. On the other hand, such coordination can involve costs that seriously reduce the probability of success with the more limited problem of income deficiency. A careful analysis must be undertaken to assess the advantages and disadvantages of each proposed coordination.

4. An income maintenance program that efficiently meets the aforementioned objectives requires a substantial budget.[1] A major task to be accomplished during the planning period, therefore, is the location of funding sources 1) whose available resources are adequate to the needs of the program, and 2) whose preferences for program format are acceptable to local program planners and residents. It is impossible at this time to clearly anticipate the contingencies and constraints that may arise as a part of this effort. Mindful of the time limited, demonstration status of the program to be funded, however, first attention will be directed to funding agencies likely to have a continuing interest in and capability to influence the course of income maintenance reform (e.g., HEW, OEO, Ford). The

---

[1] Until program objectives have been more carefully defined, estimating the cost of the program contemplated here is not only extremely hazardous, but in certain respects, impossible. Data from the 1960 census indicate that for slightly more than 6,000 families (an individual living alone was counted as a family) living in the Model Cities Neighborhood, nearly $3 million per year would be required for direct benefit payments to assure a minimum guaranteed income standard of $4,000 per year for a family of four and between $5 and $6 million per year would be required if the income floor is set at $5,000 per year for a family of four. To these crude estimates must be added the costs of program administration, the reward and incentives contemplated in the life style enrichment objective, and research. The latter three components could add substantially to the overall cost of the program. For example, attempts to estimate the cost of incorporating a work incentive program in the various minimum guaranteed income plans that have been proposed

(e.g., negative income tax, non-categorical, need-based public assistance plans) indicate that such incentive programs may increase the cost of benefits by as much as 50 to nearly 100 per cent.

preferences of such agencies would almost inevitably have to and should be reflected in the final program design; local planning efforts must be worked out in close collaboration with such agencies.

5. The design of the research effort poses great problems. Though it is true, it substantially avoids the difficulties involved to merely say that a research design is needed that will produce a maximum information yield. A one-and-for-all ranking of research and program requirements seems neither possible nor desirable; the value to be awarded each will undoubtedly have to separately worked out in many separate instances. There is as yet no broad understanding, no less agreement, about the great variety of important questions research may be directed to and should investigate (e.g., the separate personal and social benefits of income adequacy vs. security of income, the economic development functions of guaranteed minimum incomes of various levels, the effects of guaranteed minimum income on the future orientation of individuals, their sense of alienation and identity with society at large, the level of family and political integration, social mobility, educational achievement, labor force behavior, etc.). Still less frequently raised, though not necessarily less important, are questions directed to the effects of guaranteeing the incomes of individuals on organizations important to those individuals (e.g., departments of welfare, police, housing and other carriers of public service, voluntary social service organizations, etc.). There are still other important questions relevant to the administration and implementation of the program including the variable effects of eligibility practices and policies, fraud procedures and results, personnel requirements, techniques for evoking and developing public interest beyond the mere receipt of benefits, etc. The final category of research problem (though by no means is the potential list exhausted) to be mentioned here refers to the more than usual difficulties for research that will flow from the program's experimental status. It can be expected, for example, that the enlarged incomes, wide publicity, and restricted residential area that will be involved in the program will expose beneficiaries, individually and collectively, to many intensive attentions and pressures (they might also be called "opportunities"), some predictable,

---

(e.g. negative income tax, non-categorical, need-based public assistance plans) indicate that such incentive programs may increase the cost of benefits by as much as 50 to nearly 100 percent.

preferences of such agencies would almost inevitably have to and should be reflected in the final program design; local planning efforts must be worked out in close collaboration with such agencies.

5. The design of the research effort poses great problems. Though it is true, it substantially avoids the difficulties involved to merely say that a research design is needed that will produce a maximum information yield. A one-and-for-all ranking of research and program requirements seems neither possible nor desirable; the value to be awarded each will undoubtedly have to separately worked out in many separate instances. There is as yet no broad understanding, no less agreement, about the great variety of important questions research may be directed to and should investigate (e.g., the separate personal and social benefits of income adequacy vs. security of income, the economic development functions of guaranteed minimum incomes of various levels, the effects of guaranteed minimum income on the future orientation of individuals, their sense of alienation and identity with society at large, the level of family and political integration, social mobility, educational achievement, labor force behavior, etc.). Still less frequently raised, though not necessarily less important, are questions directed to the effects of guaranteeing the incomes of individuals on organizations important to those individuals (e.g., departments of welfare, police, housing and other carriers of public service, voluntary social service organizations, etc.). There are still other important questions relevant to the administration and implementation of the program including the variable effects of eligibility practices and policies, fraud procedures and results, personnel requirements, techniques for evoking and developing public interest beyond the mere receipt of benefits, etc. The final category of research problem (though by no means is the potential list exhausted) to be mentioned here refers to the more than usual difficulties for research that will flow from the program's experimental status. It can be expected, for example, that the enlarged incomes, wide publicity, and restricted residential area that will be involved in the program will expose beneficiaries, individually and collectively, to many intensive attentions and pressures (they might also be called "opportunities"), some predictable,

---

(e.g. negative income tax, non categorical, need-based public assistance plans) indicate that such incentive programs may increase the cost of benefits by as much as 50 to nearly 100 percent.

many not predictable, and few subject to easy measurement, that could easily invalidate many otherwise needed and important research findings.

For reasons that by now should be clear, we find it premature to venture anything resembling a research design. What program effects need to be measured and the research design required to measure them cannot be specified until the objectives and design of the program itself have been clarified. We indicated earlier some of the major problems that must be taken into account in planning the research component. While certain essential elements in the research design can be anticipated (e.g., the need for control or comparison groups), their precise description cannot (e.g., whether the control group must be drawn from the Richmond Model Cities Neighborhood)without further study and program definition.

6. A final problem of overall design to be identified here derives not so much from the program's experimental nature as it does from its limited dimensions of time and space. As regards time, the program design, at least for humanitarian reasons, must seriously anticipate the plight of those persons who make a successful adjustment to enlarged income, only to have that floor pulled from under them a reasonably short period of time later. (The experience of virtually every anti-poverty demonstration program, all of which distributed goods not nearly so highly and universally regarded as money, indicates that merely informing or periodically reminding deprived persons that benefits would soon end, did not prevent the personal, social and political dislocations that marked the actual stoppage of benefits. Indeed, great question could be raised about the validity of the entire program if recipients are made tooowell aware of the temporary nature of their good fortune.

As regards space, the program design must anticipate the sudden attractiveness that will attach to the Model Neighborhood Area. Non-resident relatives of beneficiaries (particularly those with both a surplus of children and readiness to distribute them amongst relatives during times of family stress), the many non-resident local or otherwise mobile poor (particularly those who are currently self-supporting but marginal earners tied to the least attractive varieties of employment), and a variety of those technically, but not profoundly poor (e.g., graduate students, college and high school dropouts willing to live at subsistence levels so that they are free to pursue their musical or other creative inclinations, etc.) are at least some of the groups, numeri-

cally significant in the larger local area, that could be expected to be interested in the benefits of the program. These groups, at least in their numbers, could embarrass any budgetary anticipations. Other groups may be expected to be attracted to the area of program benefits, but for reasons not directly related to a personal income guarantee. Among these are political activists either frustrated by the difficulties of organizing in neighborhoods without any significant economic base or merely attracted by the publicity that will be available because of the program, real estate speculators, salesmen and other entrepreneurs of varying degrees of respectability, etc. In general, the behaviors of these groups are extremely difficult to regulate; the consequences of their actions, however, can go well beyond the mere distortion of research results. As of this moment it is an open question whether the design of the program can reflect the degree of responsibility the program can or should carry for the distortions of ordinary life in the Model Neighborhood Area that may be expected to flow from the program's operations.

IV. Next Steps

1. The equal attainment of all aforementioned objectives is clearly impossible; moreover, a program proposal that makes such claim has virtually no chance of being funded. Equally serious, until an informed selection or ranking is made, the list of goals as herein stated will continue to frustrate, rather than energize and elicit, the effort needed to produce a workable program that is both locally consequential and more broadly significant. To move in this direction, two immediately possible steps are recommended:
   1) Explicit and detailed specification of the criteria that can be used as a basis for assigning different values to the already stated objectives.
   2) An educational program for local planners be initiated that is specifically concerned with fostering: a) a greater understanding of the degree to which separate objectives and combinations of objectives involve theoretical and/or programmatic incompatibilities; and b) opportunities and constraints that characterize each of the major models for income maintenance reform, including a review of similar programs proposed for or rejected elsewhere in the nation.

2. In the light of the unusual desirability of involving the funding agency at several points in the planning process, immediate steps need be taken to prepare a list of potential funders. Next, whatever information will be

needed to determine the order in which funding agencies will be approached should be collected and catalogued, with the aim of initiating funding negotiations as early in the planning period as possible.

3. However imperfect it might have to be at this point, it seems essential that a very detailed timetable be devised to cover the planning period for which funds are herein being requested. Difficult as it may be to produce such a detailed set of expectations, a more facile version would be much less likely to have any future uses. A program with the potential significance ofthhe one being proposed simply must reflect a degree of technical excellence equal to its social worth.

APPENDIX 8-3: YOUTH SERVICES BUREAU PROPOSAL

DELINQUENCY PREVENTION

One of the most effective ways of dealing with crime and delinquency is by programs which tend to prevent criminal and anti-social behavior in the first instance. From the standpoint of delinquency prevention, every program area in the Model Cities Project is important, directly related to and will probably have an effect on reducing crime and delinquency in the Model Neighborhood Area. This would include programs dealing with improved housing, education, employment opportunities, neighborhood beautification, health, welfare programs, etc. These are the types of massive community action which the President's "Commission on Law Enforcement and the Administration of Justice" supported, as did the President's "Commission on Civil Disorders". Programs in these fields have been left as the concern of the other functional committees. However, there is a gap in this effort to reduce delinquency, which could most effectively be filled by the program approach presented here in a tentative form until a Youth Services component is more thoroughly developed.

1. A Youth Services Bureau or program should be developed which combines activities in the coordination of services, both indirect and direct. The indirect service would include a Youth Services Board capable of dealing with independent departments and programs whose services for youth and children are failing to meet the real needs.

   Direct services might include counseling around personal or family problems, psychiatric treatment if necessary, help with school or employment problems, etc.

   This program would be directed to all youth in the Model Neighborhood Area and available where appropriate, to any Richmond-area youth who seeks service. Youth could come on a voluntary basis. There could be an aggressive outreach effort. Referrals could be accepted.

   Of special importance, it would be the place of first referral and follow-up service for youngsters who are now referred to the probation department for lack of any place else. The majority of these youngsters are now placed on informal probation or made wards of the court and classified as youngsters with "delinquent tendencies." The purpose would be to keep as many such youngsters as possible from becoming a part of the stigmatizing delinquent system.

Model Cities Program
Richmond, Cal.
Chap. 8 Social Services
Appendix 8-3

The California Legislation in S.B. 892 establishes Youth Services Bureaus on an experimental basis. $100,000 has been appropriated for the centers. The County Delinquency Prevention Commission has approached the Model Cities Program with an aim toward establishing a Youth Services Bureau in the Model Neighborhood Area.

It is recommended that the Committee request the Model Neighborhood Citizens' Board to direct the staff to assist in the preparation of an application for such a Bureau in the Model Neighborhood Area.

The Bureau, as provided for in the state legislation, is a skeleton organization and will need supplementary funds and/or donated services to provide adequate direct services.

While the Youth Service Coordinator, who heads the Bureau, must be a well qualified individual as specified by the State, there should be provision as soon as possible for entry-level career positions in the Bureau for the purposes of hiring both youth and adults in the Model Neighborhood Area. They would especially be helpful in the out-reach programs.

Since donated services will not come close to meeting the needs of an adequate Youth Services Bureau, additional funds will be needed. Detailed project proposals will be forthcoming after the Youth Services Bureau application is acted on by the State of California.

Year One: (con't.)

3. Establishment of pilot mini-day care centers.
4. Recruitment of mothers interested in providing day care in their homes.
5. Establishment of an experimental "manned Kiddy Korral".
6. Expansion of pre-school education programs. (Not necessarily dependent on the order above)

Year Two:

1. Opening of additional mini-day care centers and day care homes.
2. Opening additional conventional day care centers, if needed.
3. Establishment of "manned Kiddy Korrals" at major public and community offices, serving Model Neighborhood Area residents (i.e., Health Clinics, Social Service Office, etc.).

APPENDIX 8-1 REQUEST FOR CONSULTATION REGARDING INCOME MAINTENANCE

INTRODUCTION

In August, Richmond requested consultation services to help develop a proposal for a demonstration income maintenance program.

This request, given in the following pages, indicates some of the specific goals Richmond wishes to incorporate into an income maintenance proposal.

Appendix 8-2 is the reply to our questions which we received from the consultant firm, Social Psychiatry Research Associates.

This reply consists mainly of questions. It includes a number of questions which can be answered as a matter of policy. It also reveals a great many problem areas which require more research or decisions at County, State or National levels for effective implementation.

The inclusion of this report indicates that we are cognizant of the problems related to an Income Maintenance program and recognize the need to develop a realistic approach. We are also determined to develop a sound program appropriate to Richmond.

APPENDIX 8-1 REQUEST FOR CONSULTATION REGARDING INCOME MAINTENANCE

INTRODUCTION

In August, Richmond requested consultation services to help develop a proposal for a demonstration income maintenance program.

This request, given in the following pages, indicates some of the specific goals Richmond wishes to incorporate into an income maintenance proposal.

Appendix 8-2 is the reply to our questions which we received from the consultant firm, Social Psychiatry Research Associates.

This reply consists mainly of questions. It includes a number of questions which can be answered as a matter of policy. It also reveals a great many problem areas which require more research or decisions at County, State or National levels for effective implementation.

The inclusion of this report indicates that we are cognizant of the problems related to an Income Maintenance program and recognize the need to develop a realistic approach. We are also determined to develop a sound program appropriate to Richmond.

August 15, 1968

TO: ______________________________

____

FROM: Henry Dishroom, Model Cities Program Coordinator

SUBJECT: CONSULTATION SERVICES FOR A DEMONSTRATION PROJECT OF GUARANTEED INCOME IN THE MODEL NEIGHBORHOOD AREA

The Richmond Model Cities program is interested in obtaining technical assistance and consultation to develop a tentative first draft proposal for a demonstration of guaranteed income for residents of the Model Neighborhood.

Model Cities has statistical data relating to population, unemployment, welfare loads, and other social and economic characteristics of Model Neighborhood residents.

Residents participating in the Model Cities planning have identified certain components which they would want included in or consistent with a guaranteed income program. These include:

a) Establishment of an income floor which would insure a decent standard of living and security for participants.

b) Establishment of provisions which would encourage and be financially supportive of employment and pre-employment endeavors, as well as educational and other life-enriching efforts. This would include activities which contribute to the general well-being of the community, or to development of the individual. An obvious example would be provisions for a "bonus" amount above the income floor for all those attending college. Similar "bonuses" should be available for all interested people regardless of their prior training or educational level.

c) A delivery system which avoids the abrasive and stigmatizing aspects of present welfare systems, e.g., arrangements with banking establishments, or other financial institutions to handle guaranteed income accounts and to disperse funds.

d) Provisions for meeting emergency situations by some simple procedure, e.g., low interest loans.

e) Provisions to insure resident participation in decisions of policy and procedure.

Model Cities has general commitments from federal agencies to assist in developing and implementing its programs. We are also receiving support from appropriate state and county agencies. Due to the complexities inherent in a demonstration project of guaranteed income, however, we need consultant assistance in developing a sound demonstration program proposal quickly.

We would like evaluation and recommendations of alternative systems with respect to such concerns as:

a) Financial feasability and funding sources

b) Scope of program implementation

c) Research design and research objectives

d) Implications and repercussions to residents not included in the demonstration project

e) Inclusion of economic principles to enable use of guaranteed income as a base for building permanent economic resources in the low-income community

f) Planning and implementation strategies to enhance public acceptance and funding

g) Provisions to encourage minimum wage requirements and equitable salary policies consistent with the guaranteed income program

h) Identification of barriers, limitations and problems inherent in implementing a demonstration project
of of guaranteed income

While some initial determination of the above questions appear essential, we realize that they constitute neither a comprehensive nor highly sophisticated list. We are working to an impossibly tight schedule, and would need preliminary outlines of alternate approaches that can be discussed with the Model Neighborhood Citizens' Board and other interested residents in the first week of September. We would need a report which provides a program approach answering the main questions which might arise, including rough cost estimates by the first week

in October, to enable its inclusion, if acceptable, in a proposal package to be submitted to the Department of Housing and Urban Development on December 1, 1968.

If you are interested in providing these services, please contact me as soon as possible.

HENRY DISHROOM
Program Coordinator

HD:mi

APPENDIX 8-2 REPORT FROM SOCIAL PSYCHIATRY RESEARCH ASSOCIATES

TOWARD A GUARANTEED MINIMUM INCOME PROPOSAL FOR THE RICHMOND MODEL CITIES NEIGHBORHOOD

I. INTRODUCTION

The notion that uncomplicated economic need should be met by uncomplicated economic relief is rapidly achieving respectability. Once only a theme in the oratory of the hopelessly idealistic and the daydreams of the hopelessly poor, it is now attracting the serious attention of cautious men of letters and practical men of power. This new attentiveness is solidly recommended by two features of the contemporary American scene. First, a seemingly infallible economic prosperity envelops the nation, buttressed by the belief that we possess the means to extend it indefinitely. This prosperity has generated and secured the economic wherewithal which is a fundamental requisite of income redistribution. Long term affluence may have also rendered the national conscience vulnerable, suggesting that the needed potical consent is a realistic expectation. Sensitive to both realities, President John referred to "minimum income guarantees" in the Economic Report of the President of both 1967 and 1968; a Presidential Commission on Income Maintenance is to submit its findings in 1969. Second, three decades of research and administrative experience has forced an appreciation of the limits of the existing income maintenance and anti-poverty apparatus. Through these programs, millions have been delivered from economic impoverishment or helped to avoid it entirely. Each success, however, deepened the plight of the almost thirty million persons still left behind. Individually and collectively the existing programs and concepts that structure the official promise of economic security have been shown to be able to achieve that purpose only on a selective basis. They may continue to contain and even further reduce impoverishment, but they can no longer be expected to eliminate it. Significant amounts of testimony more than suggest, at least in the instance of public assistance, that a point of diminishing returns has been reached. Indeed, it may yet prove to be one of the monumentally tragic ironies of American history that this expensive, pervasive program perpetuates as much or more poverty than it alleviates. More broadly, a national system of transfer payments that equally benefits the poor and the non-poor[1] may seem democratic

---

[1] Robert J. Lampman, "How Much Does the American System of Transfers Benefit the Poor?" in Leonard H. Goodman (ed.) Economic Progress and Social Welfare, New York: Columbia University Press, 1966.

but the Democracy thus created must then somehow rationalize the large and permanent under class of economically irrelevent human beings in its midst.

Poverty, of course, is a more encompassing term than economic need. Existing anti-poverty programs, even if they were perfectly efficient distributors of skills, opportunities and hopes, would still be fatally flawed by their failure to redirect much income to their constituents. Existing income maintenance programs, even if they effected more adequate income transfers, would still leave much poverty in their wake in the form of the able-bodied unemployment, deteriorated housing, inadequate schools and other familiar and ugly conditions that would continue to be the reluctant, humiliating inheritance of the lowest income groups. The profound recognition that the related problems of urban decay and poverty require vastly more comprehensive strategies and coalitions than have been attempted heretofore is the singular strength of the Model Cities Program. Given the enormity of the need for improved services and facilities and the distracting complexity of planning and implementation, however, the singular danger is that provision for adequate, effective economic relief may again be overlooked.

All these reasons, augmented by the previously detailed planning studies conducted during the first year of the Richmond Model Cities Program, support the conclusion that a clear and high priority be assigned to the development of a program to eliminate the wide spread economic need of families living in the Model Neighborhood Area. The timeliness, cost and national policy implications of such a program, however, demand a meticulous consideration and exacting specification of its details. In addition, the special needs of the Model Neighborhood Area, the continuing commitment to citizen participation, the complexities that must arise in the search for a design that best serves objectives, the relatively late beginning made, and the long list of unanticipated, but entirely relevant, issues and questions raised by consultants employed to draft a program proposal, further recommend a careful and deliberate approach. Thus, this document does not describe a specific program. Rather, it is a requesto for support an effort to plan and create a competent description of the definitions, administrative arrangements and research needed to implement the promise of release from economic need for the people of the Model Neighborhood Area, as well as, by example, those living in other places and at other times.

II. Objectives and Problems

Discussions among members of the Model Neighborhood Citizens Board, other community residents, program officials

and technical consultants have crystalized the following objectives for the income maintenance component. Some problems already recognized in each of the stated intents are listed immediately thereafter and may be taken to suggest the parameters of the proposed study.

A. The Objectives

1. The level of economic assistance must be adequate, rather than token, and in amounts such that the great majority of eligible recipients can reasonably be expected to perceive it as such.

2. The scope of the program must encompass all qualified persons in the Model Neighborhod Area. Where restriction of scope is advised, the obligation of clear and convincing argument should fall on the advisor. If restrictions in scope prove necessary, we incline toward a program that will give priority to the economic needs of families with children. In any case, Objective 1 shall carry a higher priority than Objective 2.

3. The primary tests of administrative devices selected to dispense and account for benefits must be the continuing willingness of all eligible participants to initiate and continue their enrollment (save only for those previously or otherwise eligible recipients who successfully secure more adequate levels of income than those available through the program) and the participants' satisfaction that their claims are processed with dignity and respect.

4. The design of the program should include provisions that meaningfully reward employment endeavors, as well as educational and other life-enriching efforts, without in any way bringing into question the qualification for benefits of persons who, for whatever reasons, do not obviously or persistently yield to such inducements. Income deficiency, as it eventually comes to be defined in the program, must remain the sole criterion for basic eligibility.

5. A high order of resident participation in decisions of policy and procedure should be obtained through provision of a variety of participatory forms and structures sufficient to insure the accomplishment of the intent of this objective.

6. In appreciation of the responsibility both to the larger public, as well as the political vulnerabilities of the minimum guaranteed income concept, the program design needs to include adequate provision to discourage, detect, catalouge and respond to the possibility of fraud. In turn, this effort must be designed and carried in a way that conforms at least to the most enlightened and humane standard of investigatory technique currently found in the best of public programs.

7. In deference to the requirements of knowledge and in the service of the minimum income guarantee concept, a research component adequate to the task of producing the clearest possible measurement and evaluation of selected program functions shall be designed and assigned a high priority in the planning and implementation stages of the program.

B. Problems and Questions for Study

The likelihood of funding constraints, and the already apparent conflicting conditions demaned by the separate objectives (entirely apart from the question of available program funds), will make the final mix and priority ranking of the aforementioned objectives the product of difficult compromises. This is particularly true in light of the commitment to broad citizen participation. No significant change, however, will be permitted either in the substance or ranking of the first listed objective. In turn, some of the questions relevant to each of the separate objectives and requiring further study are listed below (no priority is implied by the order in which these questions are listed):

Objective No. 1: Benefit Levels. (1) What is an "adequate" income? What is an "adequate" level of guaranteed income? Which of the many available definitions of economic poverty (e.g., Council of Economic Advisors, Conference on Economic Progress, Social Security Administration, Department of Agriculture, etc.) should be adopted, if any? (2) What variables or standards should be reflected in or control the level of support (e.g., food plan costs, family size, age of family members, vocational status of family head, debt status of family at time of appli-

cation for benefits or some number of months before or after application, etc.)? (3) What sources of current family income should or should not be counted in determining eligibility for benefits (e.g., scholarships, earnings of minors, alimony that is paid only irregularly and unpredictably, Job Corps income, temporary or permanent disability or other insurance benefits, free school lunches given minors, the market value of non- or low-income producing assets, capital gains and losses, various other forms of tax-exempt and non-reported income, etc.)? (4) What shall be the relationship of this program to other assistance programs? Will this program supplement or replace existing financial assistance programs? How will benefits received in this program be regarded by agencies administering other assistance programs? (5) What, if any, special expenditures or other family financial obligations should justify a larger grant than otherwise is provided (e.g., a family whose special financial needs were persistent and heavy enough to force regular recourse to public assistance, even though it was in receipt of a guaranteed income through the program)? (6) What special features of life in Richmond or the Model Neighborhood Area ought be considered in determining benefit levels? If special locally operant conditions are given any significant weight in setting benefit levels, how would this reduce the "model" value of the Model Neighborhood Area program? (7) What allowance should be made for inflation? (8) What shall be the unit of recipient? (9) How many beneficiary units in the Model Neighborhood Area have incomes below the anticipated level of support? How great is the total income deficiency? (10) For what period of time will benefit levels be guaranteed? (11) What changes in benefit levels occur when a family member enters a public custodial institution for a long or indefinite period?... for a short period?...for intermittent periods? Similarly, for long term hospital patients, especially if insurance covers normal maintenance expenses while in the hospital? (12) How can the program guarantee its commitment to certain levels of benefit if the Model Neighborhood Area population trend continues (i.e., those with greater income deficiencies are replacing those with lesser ones or non at all)? What other trends are likely to affect the level of demand on the program? (13) How responsive should benefit levels be to fluctuations in beneficiary income, particularly in relation to those units that often, if not regularly,

have incomes that move back and forth across the guaranteed figure? How regard the beneficiary unit that rises above the guaranteed figure only once, but by a substantial margin (e.g., through inheritance, a sweepstake ticket, life insurance benefits, social security death benefits, etc.)? (14) How treat the income of a serviceman who is the head of an eligible household, but is stationed away from home? What, if any, benefits should go to an otherwise eligible beneficiary unit made up of a serviceman and his dependents, all of whom are temporarily living elsewhere, even if that "temporary" period is more than a year?

Objective No. 2: Scope of Program. (1) In what ways will the commitment to maximum scope violate the high priority given to research? By what criteria will decisions be made to accede to or sacrifice sampling requirements? (2) Who is a "qualified person (e.g., is a beneficiary unit qualified if it moves into the Model Neighborhood Area on the day benefits begin?...three months after?...particularly if it is clear that the move was made merely to qualify for such benefits? (3) Do one or two beneficiary units come into being following a divorce, separation or desertion? What change in the number of beneficiary units occurs when a seventeen year old girl marries and continues living in the same domicile? (4) How is the eligibility of a beneficiary unit affected if it moves out of the Model Neighborhood Area?...one day after its eligibility is determined based on its then current residence?...three months after? (5) What is the eligibility status of a member of a beneficiary unit in prison at the time benefits begin?...sent to prison some months after benefits begin? (6) What is the eligibility status of a beneficiary unit into which a live child is born, but which dies two minutes after birth? Shall Internal Revenue Service practice of treating such a dependent as if it had lived for a full year be followed? (7) What is the eligibility status of a family, one of whose minor members runs away and is not found or goes to live with distant relatives for six months? (8) For all of the above and many similar questions, what data is there on which to base an estimate of the degree to which each of these events will in fact occur, and how should the more significant of these events influence the definition of "qualified" beneficiary unit?

(9) What considerations other than financial limitations and research requirements are appropriate modifiers of scope (e.g., duration of benefits, degree of unit need, longevity of unit need, composition of beneficiary unit, vocational status of unit head, prognosis for economic self-sufficiency in the near or long term, etc.)? (10) How have or how are other guaranteed income projects addressing these related questions?

Objective No. 3: Administration of Program. (1) What degree of inevitable discrepancy, stated as a percentage, between the officially defined scope and the actual enrollment will be defined as "effective full coverage"? On what grounds? (2) What techniques, if any, will be employed to secure "effective full coverage", and in what proportion (e.g., casefinding, use of the mass media, neighborhood canvasses, neighborhood committees, mailing list of other organizations, public meetings and rallies, word-of-mouth contact between beneficiaries and potential beneficiaries, etc.)? What will be the cost of such an effort and what percentage of the total administrative budget should be given to it (e.g., entirely integrated within the program or set up substantially independent of it; if independent, professional organizers, a private advertising agency, or a specially created citizen's corporation)? (3) What provision is to be made (i.e., structure, personnel, budget) for responding to dissatisfied beneficiaries that press their complaints individually?...press their complaints collectively? (4) What specific arrangements to obtain feedback from recipients will be provided, or will it merely be trusted that the necessary feedback will flow from the general commitment to representative citizen participation? How or will complaints be encouraged? (5) What specific standards of service will pertain (e.g., waiting lines, time between requests or registry of complaint and response or resolution, hours and accessibility of service, etc.)? (6) What are the proper qualification of administrative personnel (e.g., background in human relations? economics? business administration? law? Practical experience in anti-poverty programs?) at various levels of the administrative structure? Which personnel should and which need not be Negro?...must or must not be Negro? (7) What effective ties should the program have with which other agencies in the Model Cities Program?...outside of the Model Cities program, particularly public assistance agencies?

(8) What are the important public relations functions for which administration should be equipped and responsible? (9) How much of an administrative staff is needed to administer "simple economic relief"? (10) What agency should carry the actual function of income distribution and what should its relationship be to the program? What would a bank or other competent organization charge for such a service? What special equipment may be needed? (11) Would the distributing agency, or the program, receive and act on complaints about delayed or lost checks, etc.?

Objective No. 4: Encouragement of Life Styles. (1) What categories or specifics of life style elements are to be encouraged? (2) What variety of inducements will be offered (e.g., cash bonus, housing or other service priority award, public recognition, loan or other credit benefits, etc,)? (3) Will some (and if so then which) life style elements be more highly regarded in the form of differential allocations of reward? (4) What will be the measure of adoption or integration of the valued element of life style into the life style of the beneficiary? (5) If a beneficiary returns to old ways after the receipt of the reward, will he incur a debt to the program or will he be permitted to reimprove and be rerewarded? (6) Will a double or otherwise multiple reward follow adoption or integration or more than one class of improvement in life style, or will rewards be limited to one per person (or family) no matter how profound or varied are the elements of its progress and no matter how long the improvement(s) is sustained? (7) How will the measure of improvement be applied? What will be the definition of "fraud" regarding the application for and receipt of a reward? How will it be responded to administratively? Who will evaluate applications for rewards? (8) What are the anticipated costs of the reward system, both in money and personnel time? What would happen to the reward system in the event that a 'problem of success' develops (i.e., significantly more beneficiary units come to qualify for rewards than was anticipated in the program budget)? (9) If, in order to reduce the complexity of its administration, rewards are restricted to employment endeavors, what anticipated complaint can be expected by beneficiary units unable to pursue labor force solutions to their problem of economic adequacy (e.g., a household comprised of a mother and six children or two aged adults)? How shall the program respond to such demands for equity?

(10) Shall there be any negative inducements (i.e., curtailment or reduction of benefits for any worsening of life style)? For example, what shall be the entitlement to reward for a beneficiary who moves from an unemployed to employed status, and is caught stealing from his employer during his fourth week of employment? (11) Is there any way to design an effective enducement system that does not inevitably require a high order of objectionable control over beneficiaries?

Objective No. 5: Resident Participation. (1) How shall resident participation be structured? How shall participants be selected, and by whome? (2) Who is a "resident" (e.g., any resident of Richmond, any resident of the Model Neighborhood Area, any resident of the Model Neighborhood Area who is also a member of a beneficiary unit or a former beneficiary unit, the owner of a small business in the Model Neighborhood Area, but elsewhere resident, etc.)? Should there be a mix of "residents" and in what proportion? (3) What categories of issues, because of their technological content, will not be subject to community participation, if any? What categories of issues, because of their local significance, ought be decided on the basis of community wishes and independent or regardless of the opinions or findings of staff experts? Regarding both previous questions, will any group hold veto power for any issues? (4) What operational procedures shall be used to determine "what the community wants" in coming to a design or other specification of the initial program plan? (5) What shall the standard be for the desired degree of community participation, and how shall it be measured? (6) Is every resident to be counted as equal to every other resident in seeking to achieve the desired degree of actual community participation, or are some residents or groups to be especially valued as participants? (7) Will the character of this participation, on any or all of its levels, be advisory or decisive? (8) What kinds of decisions will be located at what levels in the structure of resident participation? (9) How will resident participation be kept alive and vital, rather than merely symbolic and ceremonial? What program or efforts will be directed to maintain the live interest of residents receiving benefits, but having no other discernible relationship to the program, if indeed any such efforts should be made? (10) What should be the staff relationship to the various forms of resident participation? (11) What specific benefits (other than

its public relations value) accrue to the program out of citizen participation, or are the costs of developing this participation to be justified merely by a reference to general democratic values? (12) Should some special educational program be designed to better equip residents for various kinds and levels of participation? If not, is this because no special competence is really needed, the participation is not likely to effect dicision outcomes, the decisions to be made are inconsequential, or the difficulties would be too great in terms of the benefits to be expected from such an educational program?

Objective No. 6: Fraud. (1) What is the operational definition of fraud? What possible sets of circumstances will not be called fraud by the program, but are vulnerable to such definition by consequential groups and persons outside of the program? (2) What, if any, appeals arrangements will be provided? (3) In which instances, regarding what specific charges will the burden of proof lie on which party to the complaint? (4) What will be the routine procedures for discouraging or detecting fraud?...what will they be for incidents in which some specific presumptive evidence of fraud already exists? (5) What relationship shall exist between the general surveillance machinery, the machinery for the disposition of fraud charges in specific cases and the objective of citizen participation? (6) What is the legal status of a fraud procedure, and will the beneficiary unit under suspicion or found guilty have recourse to legal aid? Who will provide that aid? (7) Are and what kinds of specialized personnel will be needed to carry the investigative function? To whom will they be responsible? Should it be a separate effort, even separately located, or should it be integrated with other responsibilities of program personnel? (8) What will be the response to evidence or suspicions of fraud voluntarily reported by beneficiaries? ...by public officials or otherwise consequential persons? (9) What will be the status of program records relevant to fraud dispositon (i.e., who will and will not have access to them in specific or continuing instances, including research personnel)? (10) Under what conditions, if ever, and by whose authorization would or could the agency resort to criminal prosecution? (11) Assuming fraud is proved, what penalties, if any, will be exacted from guilty beneficiary units?

(e.g., return of excess funds received, exclusion from further benefits, release of information to department of welfare or other public notice, etc.)? (12) Will or should there be different penalities for beneificiary units with and without minors? (13) Assuming the inevitability of some incidence of fraud, what is to be considered a high or low level incidence, and by what criteria and computation (e.g., rates experience in public assistance locally and elsewhere, etc.)? (14) What should be the agency posture toward the subject of fraud be (i.e., treat it on a case by case basis, always seeking the minimum publicity and number of persons involved; or should, i.e., the incidence rates re regularly made known to recipients or the community in general? is it to be the concern of trusted insiders, or is a frank and open dialogue to be maintained? How and by whom?)?

Objective No. 7: Research. (1) How separate or integrated should the research component be, particularly in terms of what has been learned in the past few years about the relative values and disadvantages of both? If separate, shall research in any way be represented in the ongoing decision making of the program? (2) In budgetary terms, how large shall the research enterprise be? (3) Precisely what effects should be measured and what hypotheses tested?[1] Just as precisely, what anticipated and unanticipated effects of a guaranteed income scheme will not be the subject of research? By what explicit criteria will such judgments be made? (4) Among the specific tasks that must be accomplished relevant to research during the planning period, which questons are essentially technological, and which do program and administrative personnel, community residents, interested public officials, federal government staff, and/or board members have some special concern for, right to, responsibility for, competence for participating in their resolution? Whoever is involved, who will make the final determination? (5) What specific conflicts can be anticipated between research and personnel or other persons acting in the name of client advocacy? Once terms are agreed to what will govern the research-program relationship in general or specific instances, under what circumstances and through what procedures will later adjustments be made? (6) What kinds of, if any, consequential research can be conducted that will not require otherwise eligible persons to receive

---

[1] The list of potential questions for research is enormous and is not attempted here. It can be said, however, that the research questions and problems increase with the number and variety to objectives set for the program.

increased, decreased or no benefits? (7) Will the research program require a public relations effort of its own, or by what means will it be permitted access to clients, records, etc.? How will recipient and non-recipient resident and non-resident non-recipient cooperation be achieved, at least to the extent needed? (8) Should research personnel have any responsibility for reporting its findings to the recipient community, or any larger group of residents? If so, through what forms should this occur and following what timetable? Should special effort be made to insure or raise the level of community interest in at least some research findings? (9) How, if in any way, should research be expected to inform program operations? (10) Shall any broad and firm restrictions be defined to govern or limit the research effort (e.g., restriction of benefits not to be permitted, denial of representation at policy making levels, denial of access to certain persons or records, etc.)?

III. Problems of Overall Program Design

1. Regarding most or all of the aforementioned questions, a reasonable assumption can be made that somewhere a record of comparable experiences exists. The search for and analysis of this record, at least in relation to major questions, is a necessary part of program design, and should be adequately supported in time and funds.

2. The final program design must avoid two already felt temptations regarding program goals. The first temptation supports the belief that all goals can and are to be maximized; the second temptation supports the belief that one objective can dominate the others in all instances, leading to easy compromise of the potential in those others. There is the futher possibility that latent criteria, difficult to make explicit and thus unavailable to public discussion, will effectively control the capacity to arrange the necessary compromises (e.g., commitment to local over extra-local interests, beliefs about the responsibility or irresponsibility of the poor, beliefs about the validity or invalidity of scientific data, etc.). Given the commitment to broad participation in both the planning and implementation stages, the process of determining effective program priorities is likely to expose the conflict that is embedded in social, political and technological realities. The program planning process, thus, will require the heavy amounts of time that alone can produce the needed, binding accommodations. To date, it can only be said that

the realization is growing that compromises and priorities will have to be more carefully defined than heretofore.

3. The fact that this income maintenance program would be directed to a community that is also the subject of a much more comprehensive change effort poses a major design problem. The hope that poverty, as well as income deficiency, can be eliminated clearly recommends articulating the income maintenance program to as many other relevant Model Cities Programs (e.g., housing, employment, education, health, etc.) as possible. On the other hand, such coordination can involve costs that seriously reduce the probability of success with the more limited problem of income deficiency. A careful analysis must be undertaken to assess the advantages and disadvantages of each proposed coordination.

4. An income maintenance program that efficiently meets the aforementioned objectives requires a substantial budget.[1] A major task to be accomplished during the planning period, therefore, is the location of funding sources 1) whose available resources are adequate to the needs of the program, and 2) whose preferences for program format are acceptable to local program planners and residents. It is impossible at this time to clearly anticipate the contingencies and constraints that may arise as a part of this effort. Mindful of the time limited, demonstration status of the program to be funded, however, first attention will be directed to funding agencies likely to have a continuing interest in and capability to influence the course of income maintenance reform (e.g., HEW, OEO, Ford). The

---

[1] Until program objectives have been more carefully defined, estimating the cost of the program contemplated here is not only extremely hazardous, but in certain respects, impossible. Data from the 1960 census indicate that for slightly more than 6,000 families (an individual living alone was counted as a family) living in the Model Cities Neighborhood, nearly $3 million per year would be required for direct benefit payments to assure a minimum guaranteed income standard of $4,000 per year for a family of four and between $5 and $6 million per year would be required if the income floor is set at $5,000 per year for a family of four. To these crude estimates must be added the costs of program administration, the reward and incentives contemplated in the life style enrichment objective, and research. The latter three components could add substantially to the overall cost of the program. For example, attempts to estimate the cost of incorporating a work incentive program in the various minimum guaranteed income plans that have been proposed

the realization is growing that compromises and priorities will have to be more carefully defined than heretofore.

3. The fact that this income maintenance program would be directed to a community that is also the subject of a much more comprehensive change effort poses a major design problem. The hope that poverty, as well as income deficiency, can be eliminated clearly recommends articulating the income maintenance program to as many other relevant Model Cities Programs (e.g., housing, employment, education, health, etc.) as possible. On the other hand, such coordination can involve costs that seriously reduce the probability of success with the more limited problem of income deficiency. A careful analysis must be undertaken to assess the advantages and disadvantages of each proposed coordination.

4. An income maintenance program that efficiently meets the aforementioned objectives requires a substantial budget.[1] A major task to be accomplished during the planning period, therefore, is the location of funding sources 1) whose available resources are adequate to the needs of the program, and 2) whose preferences for program format are acceptable to local program planners and residents. It is impossible at this time to clearly anticipate the contingencies and constraints that may arise as a part of this effort. Mindful of the time limited, demonstration status of the program to be funded, however, first attention will be directed to funding agencies likely to have a continuing interest in and capability to influence the course of income maintenance reform (e.g., HEW, OEO, Ford). The

---

[1] Until program objectives have been more carefully defined, estimating the cost of the program contemplated here is not only extremely hazardous, but in certain respects, impossible. Data from the 1960 census indicate that for slightly more than 6,000 families (an individual living alone was counted as a family) living in the Model Cities Neighborhood, nearly $3 million per year would be required for direct benefit payments to assure a minimum guaranteed income standard of $4,000 per year for a family of four and between $5 and $6 million per year would be required if the income floor is set at $5,000 per year for a family of four. To these crude estimates must be added the costs of program administration, the reward and incentives contemplated in the life style enrichment objective, and research. The latter three components could add substantially to the overall cost of the program. For example, attempts to estimate the cost of incorporating a work incentive program in the various minimum guaranteed income plans that have been proposed

(e.g., negative income tax, non-categorical, need-based public assistance plans) indicate that such incentive programs may increase the cost of benefits by as much as 50 to nearly 100 per cent.

preferences of such agencies would almost inevitably have to and should be reflected in the final program design; local planning efforts must be worked out in close collaboration with such agencies.

5. The design of the research effort poses great problems. Though it is true, it substantially avoids the difficulties involved to merely say that a research design is needed that will produce a maximum information yield. A one-and-for-all ranking of research and program requirements seems neither possible nor desirable; the value to be awarded each will undoubtedly have to separately worked out in many separate instances. There is as yet nobbroad understanding, no less agreement, about the great variety of important questions research may be directed to and should investigate (e.g., the separate personal and social benefits of income adequacy vs. security of income, the economic development functions of guaranteed minimum incomes of various levels, the effects of guaranteed minimum income on the future orientation of individuals, their sense of alienation and identity with society at large, the level of family and political integration, social mobility, educational achievement, labor force behavior, etc.). Still less frequently raised, though not necessarily less important, are questions directed to the effects of guaranteeing the incomes of individuals on organizations important to those individuals (e.g., departments of welfare, police, housing and other carriers of public service, voluntary social service organizations, etc.). There are still other important questions relevant to the administration and implementation of the program including the variable effects of eligibility practices and policies, fraud procedures and results, personnel requirements, techniques for evoking and developing public interest beyond the mere receipt of benefits, etc. The final category of research problem (though by no means is the potential list exhausted) to be mentioned here refers to the more than usual difficulties for research that will flow from the program's experimental status. It can be expected, for example, that the enlarged incomes, wide publicity, and restricted residential area that will be involved in the program will expose beneficiaries, individually and collectively, to many intensive attentions and pressures (they might also be called "opportunities"), some predictable,

---

(e.g. negative income tax, non-categorical, need-based public assistance plans) indicate that such incentive programs may increase the cost of benefits by as much as 50 to nearly 100 percent.

many not predictable, and few subject to easy measurement, that could easily invalidate many otherwise needed and important research findings.

For reasons that by now should be clear, we find it premature to venture anything resembling a research design. What program effects need to be measured and the research design required to measure them cannot be specified until the objectives and design of the program itself have been clarified. We indicated earlier some of the major problems that must be taken into account in planning the research component. While certain essential elements in the research design can be anticipated (e.g., the need for control or comparison groups), their precise description cannot (e.g., whether the control group must be drawn from the Richmond Model Cities Neighborhood)without further study and program definition.

6. A final problem of overall design to be identified here derives not so much from the program's experimental nature as it does from its limited dimensions of time and space. As regards time, the program design, at least for humanitarian reasons, must seriously anticipate the plight of those persons who make a successful adjustment to enlarged income, only to have that floor pulled from under them a reasonably short period of time later. (The experience of virtually every anti-poverty demonstration program, all of which distributed goods not nearly so highly and universally regarded as money, indicates that merely informing or periodically reminding deprived persons that benefits would soon end, did not prevent the personal, social and political dislocations that marked the actual stoppage of benefits. Indeed, great question could be raised about the validity of the entire program if recipients are made tooowell aware of the temporary nature of their good fortune.

As regards space, the program design must anticipate the sudden attractiveness that will attach to the Model Neighborhood Area. Non-resident relatives of beneficiaries (particularly those with both a surplus of children and readiness to distribute them amongst relatives during times of family stress), the many non-resident local or otherwise mobile poor (particularly those who are currently self-supporting but marginal earners tied to the least attractive varieties of employment), and a variety of those technically, but not profoundly poor (e.g., graduate students, college and high school dropouts willing to live at subsistence levels so that they are free to pursue their musical or other creative inclinations, etc.) are at least some of the groups, numeri-

many not predictable, and few subject to easy measurement, that could easily invalidate many otherwise needed and important research findings.

For reasons that by now should be clear, we find it premature to venture anything resembling a research design. What program effects need to be measured and the research design required to measure them cannot be specified until the objectives and design of the program itself have been clarified. We indicated earlier some of the major problems that must be taken into account in planning the research component. While certain essential elements in the research design can be anticipated (e.g., the need for control or comparison groups), their precise description cannot (e.g., whether the control group must be drawn from the Richmond Model Cities Neighborhood) without further study and program definition.

6. A final problem of overall design to be identified here derives not so much from the program's experimental nature as it does from its limited dimensions of time and space. As regards time, the program design, at least for humanitarian reasons, must seriously anticipate the plight of those persons who make a successful adjustment to enlarged income, only to have that floor pulled from under them a reasonably short period of time later. (The experience of virtually every anti-poverty demonstration program, all of which distributed goods not nearly so highly and universally regarded as money, indicates that merely informing or periodically reminding deprived persons that benefits would soon end, did not prevent the personal, social and political dislocations that marked the actual stoppage of benefits. Indeed, great question could be raised about the validity of the entire program if recipients are made toowell aware of the temporary nature of their good fortune.

As regards space, the program design must anticipate the sudden attractiveness that will attach to the Model Neighborhood Area. Non-resident relatives of beneficiaries (particularly those with both a surplus of children and readiness to distribute them amongst relatives during times of family stress), the many non resident local or otherwise mobile poor (particularly those who are currently self-supporting but marginal earners tied to the least attractive varieties of employment), and a variety of those technically, but not profoundly poor (e.g., graduate students, college and high school dropouts willing to live at subsistence levels so that they are free to pursue their musical or other creative inclinations, etc.) are at least some of the groups, numeri-

cally significant in the larger local area, that could be expected to be interested in the benefits of the program. These groups, at least in their numbers, could embarrass any budgetary anticipations. Other groups may be expected to be attracted to the area of program benefits, but for reasons not directly related to a personal income guarantee. Among these are political activists either frustrated by the difficulties of organizing in neighborhoods without any significant economic base or merely attracted by the publicity that will be available because of the program, real estate speculators, salesmen and other entrepreneurs of varying degrees of respectability, etc. In general, the behaviors of these groups are extremely difficult to regulate; the consequences of their actions, however, can go well beyond the mere distortion of research results. As of this moment it is an open question whether the design of the program can reflect the degree of responsibility the program can or should carry for the distortions of ordinary life in the Model Neighborhood Area that may be expected to flow from the program's operations.

IV. Next Steps

1. The *equal* attainment of all aforementioned objectives is clearly impossible; moreover, a program proposal that makes such claim has virtually no chance of being funded. Equally serious, until an informed selection or ranking is made, the list of goals as herein stated will continue to frustrate, rather than energize and elicit, the effort needed to produce a workable program that is both locally consequential and more broadly significant. To move in this direction, two immediately possible steps are recommended:
   1) Explicit and detailed specification of the criteria that can be used as a basis for assigning different values to the already stated objectives.
   2) An educational program for local planners be initiated that is specifically concerned with fostering: a) a greater understanding of the degree to which separate objectives and combinations of objectives involve theoretical and/or programmatic incompatibilities; and b) opportunities and constraints that characterize each of the major models for income maintenance reform, including a review of similar programs proposed for or rejected elsewhere in the nation.

2. In the light of the unusual desirability of involving the funding agency at several points in the planning process, immediate steps need be taken to prepare a list of potential funders. Next, whatever information will be

cally significant in the larger local area, that could be expected to be interested in the benefits of the program. These groups, at least in their numbers, could embarrass any budgetary anticipations. Other groups may be expected to be attracted to the area of program benefits, but for reasons not directly related to a personal income guarantee. Among these are political activists either frustrated by the difficulties of organizing in neighborhoods without any significant economic base or merely attracted by the publicity that will be available because of the program, real estate speculators, salesmen and other entrepreneurs of varying degrees of respectability, etc. In general, the behaviors of these groups are extremely difficult to regulate; the consequences of their actions, however, can go well beyond the mere distortion of research results. As of this moment it is an open question whether the design of the program can reflect the degree of responsibility the program can or should carry for the distortions of ordinary life in the Model Neighborhood Area that may be expected to flow from the program's operations.

IV. Next Steps

1. The equal attainment of all aforementioned objectives is clearly impossible; moreover, a program proposal that makes such claim has virtually no chance of being funded. Equally serious, until an informed selection by ranking is made, the list of goals as herein stated will continue to frustrate, rather than energize and elicit, the efforts needed to produce a workable program that is both locally consequential and more broadly significant. To move in this direction, two immediately possible steps are recommended:
   1) Explicit and detailed specification of the criteria that can be used as a basis for assigning different values to the already stated objectives.
   2) An educational program for local planners be initiated that is specifically concerned with fostering a) a greater understanding of the degree to which separate objectives and combinations of objectives involve theoretical and/or programmatic incompatibilities; and b) opportunities and constraints that characterize each of the major models for income maintenance programs, including a review of similar programs proposed for or rejected elsewhere in the nation.

2. In the light of the unusual desirability of involving the funding agency at several points in the planning process, immediate steps need be taken to prepare a list of potential funders. Next, whatever information will be

needed to determine the order in which funding agencies will be approached should be collected and catalogged, with the aim of initiating funding negotiations as early in the planning period as possible.

3. However imperfect it might have to be at this point, it seems essential that a very detailed timetable be devised to cover the planning period for which funds are herein being requested. Difficult as it may be to produce such a detailed set of expectations, a more facile version would be much less likely to have any future uses. A program with the potential significance of the one being proposed simply must reflect a degree of technical excellence equal to its social worth.

APPENDIX 8-3: YOUTH SERVICES BUREAU PROPOSAL

DELINQUENCY PREVENTION

One of the most effective ways of dealing with crime and delinquency is by programs which tend to prevent criminal and anti-social behavior in the first instance. From the standpoint of delinquency prevention, every program area in the Model Cities Project is important, directly related to and will probably have an effect on reducing crime and delinquency in the Model Neighborhood Area. This would include programs dealing with improved housing, education, employment opportunities, neighborhood beautification, health, welfare programs, etc. These are the types of massive community action which the President's "Commission on Law Enforcement and the Administration of Justice" supported, as did the President's "Commission on Civil Disorders". Programs in these fields have been left as the concern of the other functional committees. However, there is a gap in this effort to reduce delinquency, which could most effectively be filled by the program approach presented here in a tentative form until a Youth Services component is more thoroughly developed.

1. A Youth Services Bureau or program should be developed which combines activities in the coordination of services, both indirect and direct. The indirect service would include a Youth Services Board capable of dealing with independent departments and programs whose services for youth and children are failing to meet the real needs.

   Direct services might include counseling around personal or family problems, psychiatric treatment if necessary, help with school or employment problems, etc.

   This program would be directed to all youth in the Model Neighborhood Area and available where appropriate, to any Richmond-area youth who seeks service. Youth could come on a voluntary basis. There could be an aggressive outreach effort. Referrals could be accepted.

   Of special importance, it would be the place of first referral and follow-up service for youngsters who are now referred to the probation department for lack of any place else. The majority of these youngsters are now placed on informal probation or made wards of the court and classified as youngsters with "delinquent tendencies." The purpose would be to keep as many such youngsters as possible from becoming a part of the stigmatizing delinquent system.

APPENDIX 8-3: YOUTH SERVICES BUREAU PROPOSAL

DELINQUENCY PREVENTION

One of the most effective ways of dealing with crime and delinquency is by programs which tend to prevent criminal and anti-social behavior in the first instance. From the standpoint of delinquency prevention, every program area in the Model Cities Project is important, directly related to and will probably have an effect on reducing crime and delinquency in the Model Neighborhood Area. This would include programs dealing with improved housing, education, employment opportunities, neighborhood beautification, health, welfare programs, etc. These are the types of massive community action which the President's "Commission on Law Enforcement and the Administration of Justice" supported, as did the President's "Commission on Civil Disorders". Programs in these fields have been left as the concern of the other functional committees. However, there is a gap in this effort to reduce delinquency, which could most effectively be filled by the program approach presented here in a tentative form until a Youth Services component is more thoroughly developed.

1. A Youth Services Bureau or program should be developed which combines activities in the coordination of services, both indirect and direct. The indirect service would include a Youth Services Board capable of dealing with independent departments and programs whose services for youth and children are failing to meet the real needs.

   Direct services might include counseling around personal or family problems, psychiatric treatment if necessary, help with school or employment problems, etc.

   This program would be directed to all youth in the Model Neighborhood Area and available where appropriate, to any Richmond-area youth who seeks service. Youth could come on a voluntary basis. There could be an aggressive outreach effort. Referrals could be accepted.

   Of special importance, it would be the place of first referral and follow-up service for youngsters who are now referred to the probation department for lack of any place else. The majority of these youngsters are now placed on informal probation or made wards of the court and classified as youngsters with 'delinquent tendencies.' The purpose would be to keep as many such youngsters as possible from becoming a part of the stigmatizing delinquent system.

Model Cities Program
Richmond, Cal.
Chap. 8 Social Services
Appendix 8-3

The California Legislation in S.B. 892 establishes Youth Services Bureaus on an experimental basis. $100,000 has been appropriated for the centers. The County Delinquency Prevention Commission has approached the Model Cities Program with an aim toward establishing a Youth Services Bureau in the Model Neighborhood Area.

It is recommended that the Committee request the Model Neighborhood Citizens' Board to direct the staff to assist in the preparation of an application for such a Bureau in the Model Neighborhood Area.

The Bureau, as provided for in the state legislation, is a skeleton organization and will need supplementary funds and/or donated services to provide adequate direct services.

While the Youth Service Coordinator, who heads the Bureau, must be a well qualified individual as specified by the State, there should be provision as soon as possible for entry-level career positions in the Bureau for the purposes of hiring both youth and adults in the Model Neighborhood Area. They would especially be helpful in the out-reach programs.

Since donated services will not come close to meeting the needs of an adequate Youth Services Bureau, additional funds will be needed. Detailed project proposals will be forthcoming after the Youth Services Bureau application is acted on by the State of California.

The California Legislation in S.B. 897 establishes Youth Services Bureaus on an experimental basis. $100,000 has been appropriated for the centers. The County Delinquency Prevention Commission has approached the Model Cities Program with an aim toward establishing a Youth Services Bureau in the Model Neighborhood Area.

It is recommended that the Committee request the Model Neighborhood Citizens' Board to direct the staff to assist in the preparation of an application for such a Bureau in the Model Neighborhood Area.

The Bureau, as provided for in the state legislation, is a skeleton organization and will need supplementary funds and/or donated services to provide adequate direct services.

While the Youth Service Coordinator, who heads the Bureau, must be a well qualified individual as specified by the State, there should be provision as soon as possible for entry-level career positions in the Bureau for the purposes of hiring both youth and adults in the Model Neighborhood Area. They would especially be helpful in the out-reach programs.

Since donated services will not come close to meeting the needs of an adequate Youth Services Bureau, additional funds will be needed. Detailed project proposals will be forthcoming after the Youth Services Bureau application is acted on by the State of California.

TABLE OF CONTENTS

EMPLOYMENT AND ECONOMIC DEVELOPMENT

SECTION 9.1: EXISTING CONDITIONS

Page

A. INTRODUCTION 9-1

B. ECONOMIC BACKGROUND 9-1

1. City 9-1
2. The Model Neighborhood Area 9-2
3. Industrial Profile 9-2
4. Labor Force 9-3
5. Present Trends in Economic Expansion 9-5
6. Black Businesses 9-7

C. EXISTING SERVICES 9-9

1. Concentrated Employment Program (CEP) 9-9
2. California State Employment Service (CSES) 9-9
3. JOBS-NABS 9-9
4. Defense Manpower Policy (DMP-4) Contracts 9-10
5. Work Incentive Program (WIN) 9-10
6. Neighborhood Youth Corps (NYC) 9-11
7. Work Study Program 9-11
8. Job Upgrading Program (JUP) 9-11
9. Manpower Development Training Act (MDTA) 9-11
10. State Service Center 9-11
11. Neighborhood House 9-12
12. Southside Center 9-13
13. Community Services for the Spanish Speaking 9-13

Page

14. People Pledged for Community Progress 9-13

15. CAMPS (West Contra Costa Cooperative Area Manpower Planning System) 9-13

D. CONDITIONS AFFECTING EMPLOYMENT 9-14

1. Labor Management Agreements 9-14

2. Technical-Vocational Education 9-14

3. Discrimination in Hiring 9-15

4. Effectiveness of the Employment Programs in Dealing With the Problems of the Hard-core Disadvantaged 9-15

5. Health Conditions 9-16

6. Transportation Conditions 9-16

E. PROBLEM SUMMARY 9-16

SECTION 9.2: GOALS AND PROGRAM APPROACHES 9-18

A. INTRODUCTION: THE GOALS 9-18

B. TO BRING THE ECONOMIC WELL-BEING OF MNA RESIDENTS UP TO THE LEVEL OF THE CITY AS A WHOLE 9-18

1. Studies on Economic Development Needed 9-18

2. A Business Consultant Service 9-19

3. Involvement of Major Industry 9-20

C. TO PROVIDE THE MEANS AND MOTIVATION FOR MNA YOUTH TO ATTAIN EMPLOYMENT EQUAL TO THEIR POTENTIAL 9-20

1. Stipends for Education for Technical and Professional Jobs 9-20

2. Youth Employment Program 9-22

D. TO MAKE THE PROGRAMS EFFECTIVE 9-22

1. Elimination of Discrimination

Page

2. Job Placement Through the Concentrated Employment Program (CEP) 9-23

3. Services for the Applicant 9-24

4. Services For the Employer 9-26

SECTION 9.3: PRIORITIES AND STRATEGY 9-29

A. PRIORITIES 9-29

B. STRATEGY 9-30

SECTION 9.1 EXISTING CONDITIONS

A. INTRODUCTION

The Model Cities Employment Committee concluded that economic development, higher education and technical training were the keys to the long range solution to the problem of unemployment and widespread poverty in the Model Neighborhood Area (MNA). There is little resident ownership of business, little self-employment in the professions, and little competition for technical and professional jobs in either private or public employment by MNA residents. An analysis of the economic and employment picture in this region clearly indicates that those are the areas of expanding opportunities.

Existing programs intended to acquire jobs for the poor in the MNA emphasize placements in unskilled or semi-skilled jobs; nevertheless, the supply of these jobs is decreasing. Breaking down employment practices, such as discrimination in hiring and unreasonable high qualifications, that bar MNA residents from existing jobs is important and must be continued; however, there is not a sufficient number of openings for such jobs, nor are they appropriate for MNA residents who are capable of higher achievement. Efforts to develop unskilled and semi-skilled jobs for MNA residents will be continued but not substantially increased.

Special attention will be given to public sector employment to develop jobs for minorities in managerial and administrative as well as entry level "New Careers" type positions. For the large number of unemployed youths in the MNA, increased employment and training opportunities must be provided.

B. ECONOMIC BACKGROUND

The Richmond labor area consists of the western section of Contra Costa County. Situated within the approximately 60 square miles comprising the area are the cities of Richmond, El Cerrito, San Pablo, Pinole, Hercules and related unincorporated areas including North Richmond, Rodeo, Kensington and El Sobrante.

1. City

The City of Richmond, located on the northeastern

shore of San Francisco Bay, is the largest city in Contra Costa County and is the commercial and employment center for West County.

2. The Model Neighborhood Area

The Model Neighborhood Area includes North Richmond, the older heart of the City of Richmond called the Iron Triangle, and the Southside district. The target area delineated by the State for Human Resource Development is the same with the addition of the poverty pockets in San Pablo. For a description of the area and the city, please see Chapter 2.

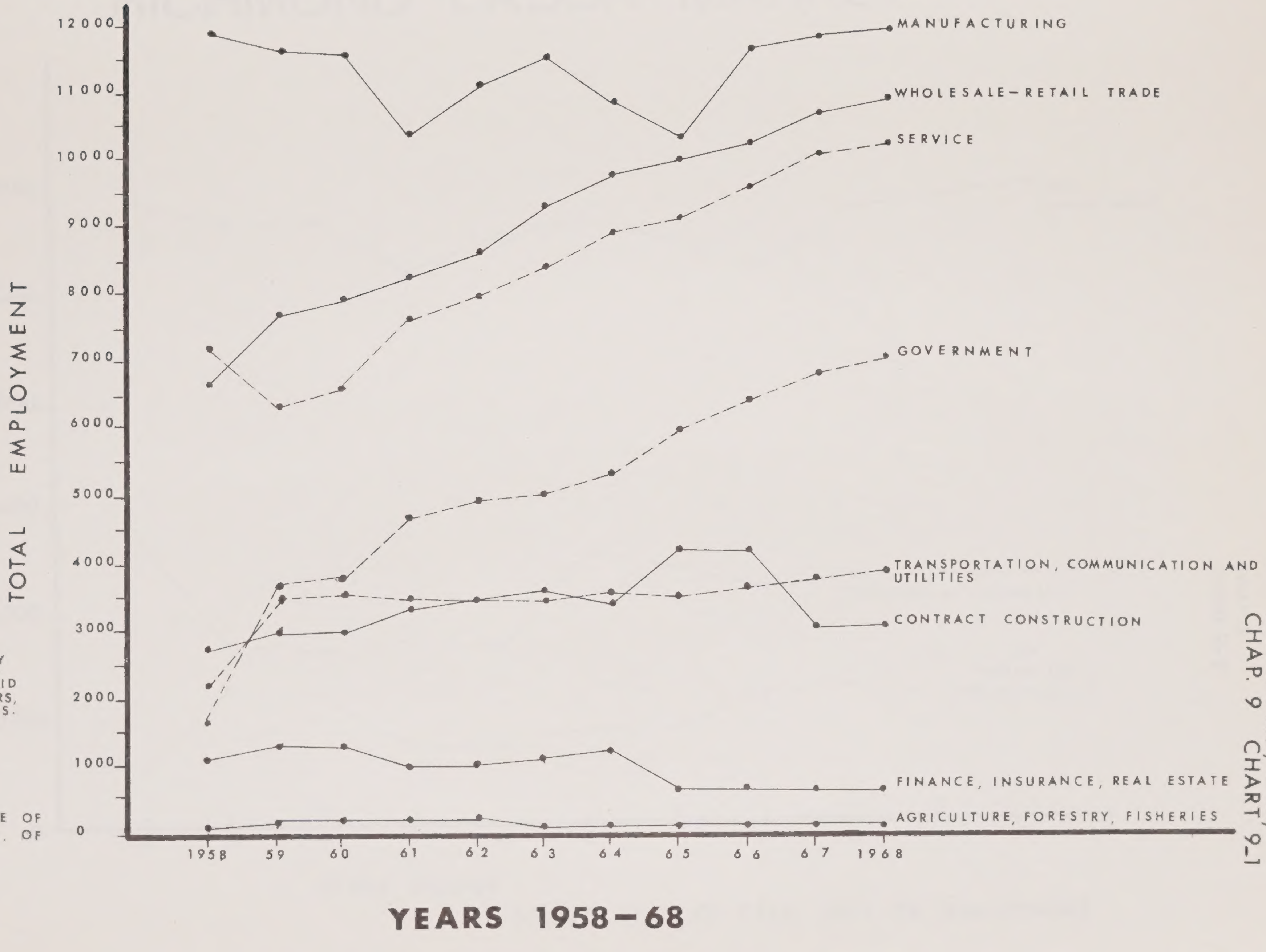
3. Industrial Profile

The Richmond Labor Area stretches out along the northeastern shores of San Francisco Bay for about 15 miles. It is favored by the fine deep-water harbors, a mild climate and superior rail transportation. The area is dotted with major oil refineries and heavy chemical production facilities. Food processing, warehousing and distribution, steel producing and fabricated metals production are major sources of employment. Federal employment is insignificant, the Post Office and Point Molate Fuel Depot being the only payroll producers in the area. Diversification has increased with the recent addition of research, development and scientific firms, causing a corresponding decline in the relative importance of manufacturing.

The pattern of changing employment in the last 10 years is shown in the following charts, 9-1: Total Employment-Richmond Labor Market, by Industry and 9-2: Employment in Manufacturing-Richmond Labor Market.

The charts show that, except for fluctuations due to economic conditions, manufacturing employment has remained about the same level and that there has been a drop in employment in petrol um and chemicals and no increase in metals despite significant increases in capital investment in these fields.

TOTAL EMPLOYMENT RICHMOND LABOR MARKET

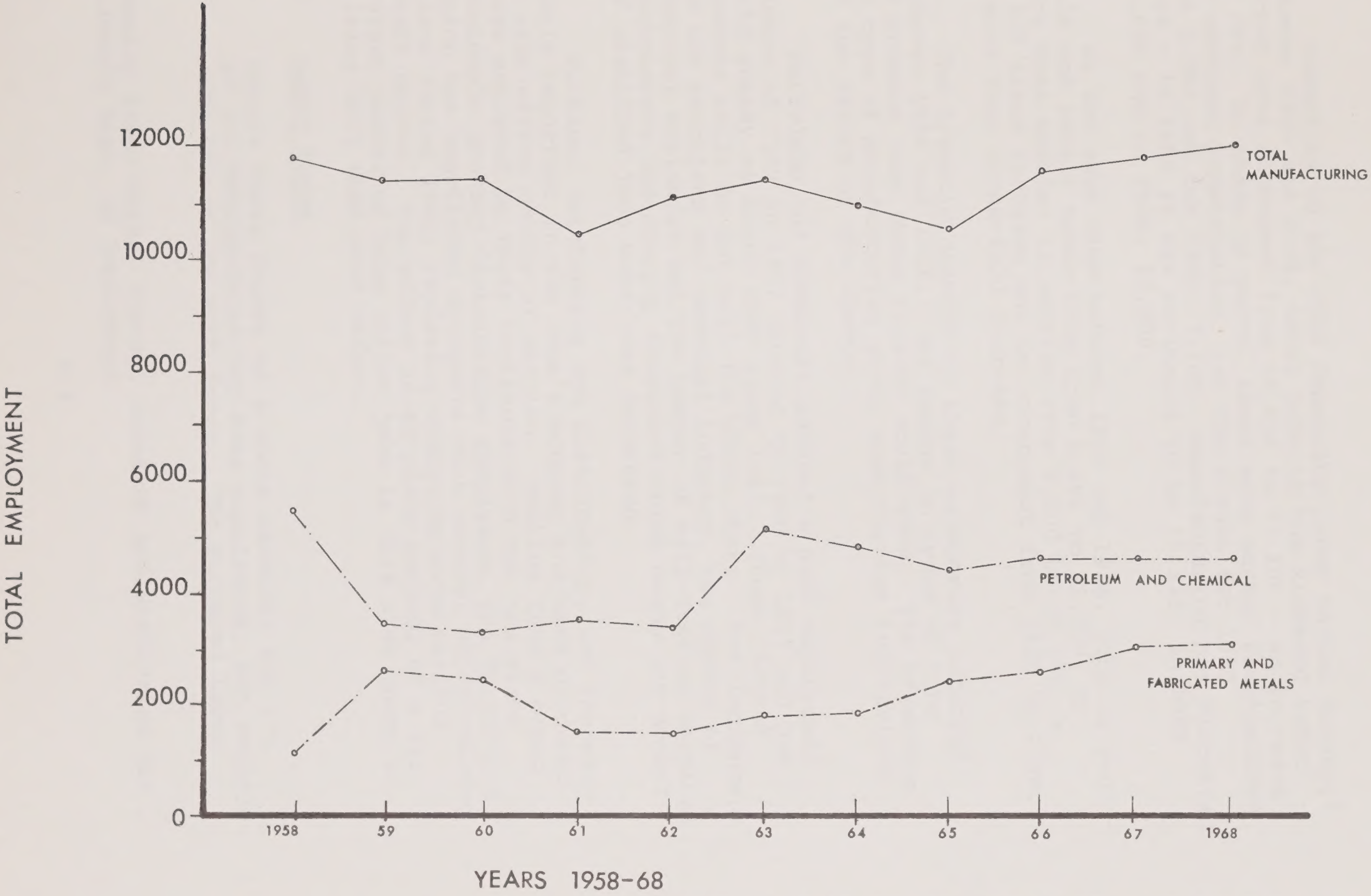


A) WAGE TO SALARY WORKERS, SELF-EMPLOYED, UNPAID FAMILY WORKERS, AND DOMESTICS.

SOURCE: STATE OF CALIF., DEPT. OF EMPLOYMENT.

MODEL CITIES PROGRAM
RICHMOND, CAL.,
CHAP. 9 CHART 9_1

EMPLOYMENT IN MANUFACTURING RICHMOND LABOR MARKET



SOURCE: STATE OF CALIF. DEPT. OF EMPLOYMENT

MODEL CITIES PROGRAM
RICHMOND, CAL.
CHAP.9
CHART 9-2

According to the CSES Community Labor Market Survey,* between 1950 and 1968, total jobs in the Richmond Labor Market area increased from 30,650 to 49,100 - an increase of 60%. In these 18 years, there were marked fluctuations in contract construction, yet the figure for 1950 was 3,350 and for 1968, 3,200. Manufacturing has flucuated less - in 1950 it was estimated to be 11,125, in 1960 11,600 and in 1966, 12,000.

At the same time between 1950 and 1968, jobs in wholesale and retail trade rose from 5,000 to 11,000, or more than double; in service from 4,200 to 10,300, a 2 1/2 times increase and in government from 1825 to 7200, a more than three-fold increase.

The dramatic changes in these categories occurred between 1950 and 1960. The change in types of jobs is greater than these figures would show. The breakdown by type of manufacturing gives some further indications of the nature of the change.

Petroleum and Chemicals reached a peak employment figure of 7100 in 1957 dropped to 5300 by 1959 and has held steady at about 4500 since 1961. These figures however still do not tell the whole story. For instance, in the petroleum and chemical industry, the number of chemical engineers and the number of well-trained chemical technicians has sharply increased which means the number of unskilled jobs must have decreased.

Packing, warehousing and distributing, are increasingly important in the area's economy and have produced a side effect worthy of mention. Working from a broad base achieved by their contracts with the two giant wholesale grocery distribution complexes, the Teamster's Union has negotiated contracts with several manufacturing firms during 1967, replacing contracts with various craft unions. The effect is to place control of a far larger number of blue collar jobs in this area under a hiring hall than ever before.

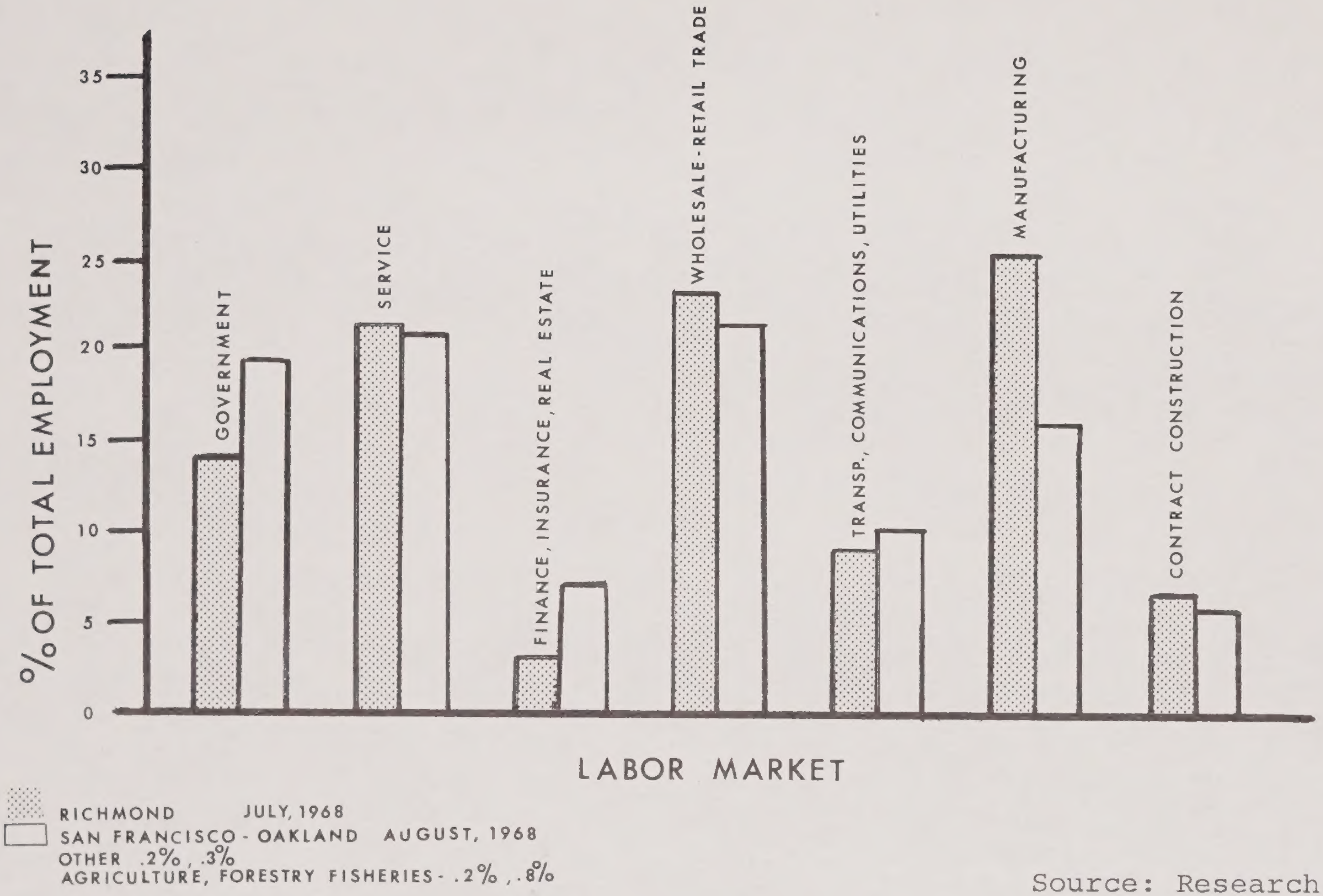
4. Labor Force

Contra Costa County as a whole accounts for 17% of the Metropolitan Bay Area population, but employs only 10% of its work force. The Richmond Labor

---

*Community Labor Market Survey, Research and Statistics Div., California Dept. of Employment

CHARACTERISTICS OF THE SAN FRANCISCO OAKLAND LABOR MARKET and the RICHMOND SECTOR



Source: Research and Statistic
Division, State of California
Dept. of Employment - Prepared
Oct. 1968
Compiled by Model Cities staff
Dec. 2, 1968

MODEL CITIES PROGRAM
RICHMOND CALIF.
CHAP. 9
CHART 9-3

Area is also a commuting area. About 2/5 of its residents work elsewhere in the San Francisco-Oakland labor market area. Richmond has, in addition, an inverse-commute pattern - people who live elsewhere and come to Richmond to work.

A comparison of the nature of the Richmond labor market and the broader San Francisco-Oakland labor market is shown in Chart 9-3:Characteristics of the San Francisco-Oakland Labor Market and the Richmond Sector. In the broader labor market the industries which have unskilled labor are even less significant than in Richmond.

Although Richmond lost several major plants with a large number of employees in the 1950's, notably Ford and Pullman, the total number of jobs has increased in the Richmond labor market area. Jobs have increased at a faster rate than the populations increase. Between 1960 and 1966 estimates show a population increase of 12%, a job increase of 25%. The ratio of total jobs to total population increased from 25% in 1960 to 28% in 1966.

There are jobs open every day but the labor market area is a large one and the job market is highly competitive. Even though the unemployment rate is relatively low at the present time, there are still not enough jobs. There are many job applicants available for almost all job categories. The total San Francisco labor market is characterized as an area of moderate unemployment. Within this market most of the ghetto areas including Richmond's Model Neighborhood Area, are officially characterized as areas of "concentrated unemployment". Within this framework, the job applicant without skills or training is at a terrific disadvantage.

Remedial training programs in various parts of the bay designed to alleviate concentrated unemployment have met with only small success, at least partly because jobs are simply too technical for short term training to be effective.

Within the Model Neighborhood Area, in 1960, 19% of the males and 19% of the females in the civilian labor force were unemployed. The unemployed rate for the City of Richmond at that time was 8% for males and 11% for females. Rate of unemployment of males within the Model

Neighborhood Area was almost 2 1/2 times the unemployment rate for the City as a whole. A drop in the overall unemployment rate has occurred but there is no indication of any improvement in the relationship of unemployment rates in the Model Neighborhood Area to the City as a whole.

Allowing for differences in detail, such as ratios of Negro or Mexican-American or low-income aged of either race, the Richmond Model Neighborhood Area is comparable to the blighted areas of our major metropolitan cities.

One aspect of the labor market of particular concern is migration of workers to urban areas. With the displacement of agricultural workers from the south and from Latin-American nations, there has been a significant but so far unmeasured immigration in recent years.* This coupled with the wartime immigration and the children of the shipyard workers who came in the wartime, accounts for most of the Model Neighborhood residents. The occupational deficiencies thus are the direct result of the historic cultivation of unskilled labor and the abandonment of these people on the labor market when their labor is no longer needed.

Present Trends in Economic Expansion

An economic tug-of-war is in progress between the western and eastern sections of Contra Costa County. As prosperous suburbs spring up overnight in East County, Richmond counters with its industrial redevelopment projects, which since 1947 have attracted enterprises supplying approximately 2500 new jobs.

Redevelopment of the Central Richmond business district has finally started and great hopes are held for eventual revitilization. So far, new shopping centers in the higher income areas of both East and West county have acted as irresistable magnets, drawing retail trade and jobs from the central city. It will take a real reversal of present trends if this effect is to be overcome.

For the last several years new industrial plants locating in Richmond have been highly automated and engineered for maximum productivity with minimum manpower. Millions of dollars have been spent in

expanding plant capacity of long established firms with little or no corresponding rise in employment. For example, the petroleum industry has invested several million dollars in modernizing and expanding, yet from 1962 to February 1967, there total employment has dropped by several hundred men. We have, then a complex labor force, losing some employers to the suburbs, attracting new sophisticated industries, expanding and automating old industries, furnishing good jobs to the technically trained person in this period of high employment, but leaving the poverty-ridden unemployed virtually untouched. There are many gaps in our detailed knowledge of this market. There has been little demographic or occupational data updated since the 1960 Census. (Documents relating to San Francisco and Oakland are directly parallel and provide solid basis for generalized statements of the nature of poverty area unemployment.)

Richmond, like most cities whose industrial and business base was already substantially developed by 1950, has tendencies to lose plants, stores and jobs to newer areas, despite valient and sometimes successful efforts to reverse this trend. As the South Bay industrial area matures, it is expected that industry will again shift northward. Richmond has an important asset, namely vacant or under utilized land with both deep water and rail service. About 500 acres of waterfront property formerly owned by the Maritime Commission now underused has just been acquired by the city. As a part of the City of Richmond's overall program to increase job opportunities for low-income families, a research and planning effort has been proposed and funding is being sought from the Economic Development Administration for this purpose.

This land is located on the southern part of Point Richmond and the nearest residential communities are Point Richmond itself, which has only about 927 (households) and the Model Neighborhood area. The city indicated its concern for employment needs in the Model Neighborhood area when negotiating with the Federal Government for this area.

Near this area and directly adjacent to the Southside is the Inner Harbor area. The Bay Area Conservation and Development Commission has recommended that this land, mainly owned by the Santa Fe Railroad, is the most logical place in the bay area for a major land, sea, rail terminal.

The possible implementation of this proposal should be followed with care for the potential job opportunities for Model Neighborhood area residents.

Industrial land is also available in the Hensley Industrial Park, one of the industrial parks developed by the Richmond Redevelopment Agency.

Vacant land at Hensley Park may be of particular significance in relation to Model Cities interest in procuring industrial enterprises owned by Model Neighborhood Area residents. Development of land in the Hensley tract has moved slowly despite an expressed need for small industrial sites. This appears to be due its location sandwiched between two blighted residential areas occupied almost exclusively by Black people.

The Richmond Redevelopment Agency is also intensively engaged in the renewal of the downtown business area. Present hopes are to attract a major regional shopping center to this area. This would involve extensive rebuilding within the Central Business district which is within the Model Neighborhood area. Therefore, there will be various considerations if this comes about relating to traffic, housing, transportation, shopping, etc. By far, the most important, however, is the matter of job and business opportunities.

Predictions of jobs to be created have run as high as 3000. Needless to say, with unemployment low in the community as a whole, but high in the Model Neighborhood area, it is essential that many of these jobs, if they materialize, be filled by residents of the Model Neighborhood area. The Model Cities program will keep in close touch with the City and Redevelopment Agency in regard to these developments and be prepared to train people in whatever skills are required.

Black Businesses

A crucial aspect of poverty in the Model Neighborhood area is the lack of local capital - local enterprise. There is no need to repeat here what has been written elsewhere about the lack of "black capital" - the "underdeveloped" status of the ghetto areas.

It is adequate to say that Richmond, even with 30% non-white population, has only a few non-white businesses and a few non-white self-employed professionals. A study by a local organization, People Pledged for Community Progress, listed 147 black businesses and 9 black professional men in Richmond.

Most of the businesses were very small enterprises which depended only on a neighborhood clientelle.

Establishment of new businesses is no easy matter in these days of chain stores, regional shopping centers, etc. An up till now it has been just about impossible for minority group members with neither business know how nor credit and no family business to inherit.

The need to change has been officially recognized by the Federal Government in its special instructions to the Small Business Administration regarding minority group borrowers and recently in the private sector Ford Foundation proposal.

However the SBA requires such guarantees of success by those that they grant loans to that SBA is virtually useless for poor people. There is no place that poor people can get "risk" capital. Poor risks can't get loans even to buy an auto which is necessary to get to and hold jobs.

C. EXISTING SERVICES

1. Concentrated Employment Program (CEP)

The principle vehicle for the employment of the hard core unemployed in the Model Neighborhood Area is the Concentrated Employment Program (CEP). The CEP target area includes all of the Model Neighborhood Area (MNA) plus the adjacent neighborhoods of high incidence of poverty.

The CEP tartet area includes the following tracts, 65, 76, 77, and 80. (See map 2-4 showing tracts in Chapter 2).

This program provides outreach, intake, job orientation and placement for persons within the CEP target area who meet the Department of Labor's poverty critieria. Supportive services, such as transportation, legal service, day care and medical care are provided. The components of the Concentrated Employment Program include job development, skills training, basic education, new Careers and Operation Mainstream.

This program is sponsored by the City of Richmond. The CDA is the policy making body for the Concentrated Employment Program.

2. California State Employment Service

The California State Employment Service maintains a regular office with placement and unemployment payment services. Their main office is located a few blocks outside the Model Neighborhood Area. They also have branch offices through the JUP program and in the State Service Center and participates directly in CEP. In addition they participate in or operate special programs described in the following paragraphs.

3. National Alliance of Businessmen (NABS)

The Metropolitan Oakland section of the National Alliance of Businessmen has been contacted and a working relationship established with regard to the placement of CEP Area residents in any existing MA-3 contracts and any future MA-4 contracts which are written by JOBS in the Richmond area. One of the outstanding features of this program is that major industrial and business firms are loaning management staff for the purpose of

"selling" the program to other companies and participating in program operations. This program offers employers financial and program assistance in placing disadvantaged workers in on-the-job-training situations. NAB is now recommending to employers that they use CEP services either under a MA-4 contract or on a non-contract basis. The possibilities of a linkage to WIN services where this may be appropriate -- i.e., to broaden out employability services to MNCP residents beyon CEP -- should also be considered.

Hence, no employer, large or small, who is willing and prefers to train his own workers, needs to be concerned that he lacks the resources, financial or otherwise, to carry this forward. To date, no MA-4 contracts have been enacted in Richmond.

4. Defense Manpower Policy (DMP-4) Contracts

As a result of Richmond being classified as a Model City, employers in the area also became eligible for certification under the Defense Manpower Policy #4. This means that companies can obtain preferential standing on Department of Defense contracts if they agree to hire 50% of employees for such a contract from the disadvantaged area and if the work is done in or near the Model Cities Area. Certification is obtained through the Department of Employment. This program became operational in May, 1968. Two local companies have been certified and have hired; two more have applied for certification; and another has made a preliminary inquiry. The Department of Employment newsletter has carried the DMP-4 message to all employers in the state and the U.S. Department of Commerce Daily carries continuous reports of DMP-4 activities.

5. Work Incentive Programs (Model Neighborhood)

1967 Congressional amendments to the Social Security Act established the Work Incentive Program (WIN). This transferred certain functions previously performed by County Social Service to the Department of Employment in an effort to augment the process of moving men, women and out-of-school youth off the welfare rolls and into productive employment and economic independence.

Locally, WIN geared up quickly in late September. After a special training program for carefully selected CSES staff, operations began on October 4, 1968. The County Social Service Department refers eligible applicants designated by Congressional Legislations to the CSES-WIN staff for appropriate manpower services, including job counseling, job orientation (group dynamics), job training and placement. The first orientation group began on October 18, 1968. It is believed that additional MN residents will be served by this program beyond the 500 for whom CEP has contracted.

6. Neighborhood Youth Corps (NYC)

The NYC program is funded through the County Community Action Agency (CAA) and operated by the County Schools Department. This program provided 55 slots for Richmond youths this year.

7. Work Study Program

Contra Costa College and the University of California both provide work study slots to Richmond. There are 27 students currently assigned to the City of Richmond. The students, however, are not necessarily residents of the Model Neighborhood Area.

8. Job Upgrading Project (JUP)

The Job Upgrading Project has operated in Richmond since 1964. It serves residents of North Richmond and the Iron Triangle. The Department of Human Resources (Employment Service) provides outreach, intake, individual an group counselling and on-the-job experience through this program.

9. ManPower Training Development Act (MDTA)

The Department of Human Resources has a tentative allocation of 160 MDTA slots most of which will be filled by CEP enrollees. The training of these persons will be done at Contra Costa College.

10. State Service Center

The State Service Center located in the Model Neighborhood Area provides a variety of coordinated services. It puts great emphasis on the initial intake service. Its employment related services are perhaps its most important specialized services.

The California State Employment Service Unit in the Center offers the usual range of employment services such as placement, counseling, tutoring, apptitude and proficiency testing, referral to training, labor market information and other assistance as needed to effect placement. This assistance differs from the usual employment approach in that it is offered as an intensive case-holding basis and each interviewer is responsible for a certain number of clients. It then becomes the sole responsibility of the interviewer to assist these clients in any way so that these persons can eventually move into gainful employment.

The Department of Rehabilitation, Division of Vocational Rehabilitation provides Vocational Rehabilitation services for persons with physical or mental disabilities which are a substantial handicap to employment when such services may reasonable be expected to enable the persons to become gainfully employed. Services include diagnosis, vocational counseling, physical restoration, training and placement assistance. In addition, the Department of Industrial Relations, also within State Service Center, houses the following consultant services closely related to employment: a Division of Apprenticeship Standards (offering apprenticeship and other on-the-job-training and labor market information); the Fair Employment Practice Commission; and the Division of Industrial Welfare (working conditions for women and children).

11. North Richmond Neighborhood House

Neighborhood House offers a number of manpower services along with other kinds of community development services. They include:

Employment counseling, including remedial Educational classes, test preparation for G.E.D. tutoring, job referal services;
On-the-Job Training Programs
Neighborhood Youth Corps. slots
New Careers (component of the Concentrated Employment Program.)

Operation Mainstream (Component of the Concentrated Employment Program.)

12. Southside Community Center

Southside Community Center has a manpower section aimed at aiding underemployed and unemployed local residents to find gainful employment. This manpower service is in the hands of a full-time Job Developer on the Center's staff who keeps informed of local employment possibilities, encourages industries and business firms in the area to open up new jobs, and maintains a file of local residents who are seeking employment.

In addition, Southside has the following programs offering employment and training for Southside Youth: continuing Neighborhood Youth Corps programs, both in-school and out of school; a program each summer of a local park development, which normally employs around 40 youth each year; and a Youth Investment program, an introduction to business enterprise, management, and salesmanship through giving initial seed money to youth to finance their own enterprises. Lastly, Southside sponsors a class at the State Service Center in medical transcription.

13. Community Services for the Spanish Speaking

This organization offers the following manpower-related services and training programs primarily for the Spanish - Speaking residents in the Richmond area: English classes, Credit Union, leadership training, Interpretation/Translation, and Community Counciling.

14. People Pledged for Community Progress:

This organization maintaines a skills bank, a listing of local people especially young people, who wish assistance in job placement, individual counseling and job development are offered within the staff limits as well as manpower and economic development related programs such as a Credit Union and sponsorship of a Black Business Men's Association, etc.

15. Camps

The Western Contra Costa Cooperative Area Manpower Planning System (CAMPS) was established in mid-March, 1968, developed a report in late April that was published in the State CAMPS report in June, 1968. CAMPS may be

considered as a part of comprehensive manpower planning. It has developed a linkage system showing inter-agency and inter-program coordination. Now that Pittsburg has been awarded a Model Cities planning grant, it is possible that the CAMPS Committee will be extended county-wide.

D. CONDITIONS AFFECTING EMPLOYMENT

1. Labor-Management Agreements

The bargaining between labor and management which is so necessary for the establishment of equitable conditions in industry, has also developed procedures and attitudes which restrict attempts by employers to overcome the problems of the disadvantaged applicant. Years of negotiations on delicate points of procedure and policy have produced rules which the unions are very reluctant to give way on, even if they are needed to acheive a disired result. In some occupantions and industries, union organizations are faced with the problem of increasing unemployment among its membership, while, at the same time, employers with whom they have contracts are trying to open up hiring to minority group applicants. These and similar situations stand as barriers to improvement within the present labor market in this area.

The Building Trades Unions however, have begun discussions with Model Cities on implementing an affirmative action program to provide entry into those unions for minority workers. Organized Labor is represented on the Model Neighborhood Citizens' Board and is trying to contribute to the Model Cities Program.

2. Technical-Vocational Education

There is no adequate Technical-Vocational Education Program in the Richmond Unified School District. This type of education is available at Contra Costa College; however, enrollment of Model Neighborhood Area residents in vocational and technical courses is concentrated in the less skilled catagories. In the areas of chemical technology and supervision and management, the Model Neighborhood Area residents are not enrolled in numbers in proportionate to their ratio of total population.

3. Discrimination in Hiring

Although diminishing gradually as a factor in the hiring practices of most private employers, discrimination against applicants because of race, color or ethnic origin alone is still an obstacle.

In public employment, discrimination is institutionalized through the Civil Service system. The written tests used by Civil Service departments are effective barrier to the employment of minority applicants. Those minority applicants who pass the written test are often eliminated by the interview panel (usually all white) or are rated so low that they are never reached for appointment on the resulting list of eligibles. This is evident in the racial composition of the City of Richmond's work force. Of 449 employees in the classified service, only 56 are Black and 18 are Spanish-American. These are concentrated in simi-professional---Technical or Service jobs. In classified administrative-professional position, there are only 6 Blacks and 3 Mexican-Americans out of 75 such employees.

Most public employees are participating in programs to employ minorities in entry level jobs; however, none have effective measures to hire them at management levels.

These are: the human relations officer and human relations specialist, the assistant city librarian, 1 librarian II, 1 assistant civil engineer, 2 recreation supervisors II, 1 Art Center Director, and 1 Fire engineer.

4. Effectiveness of Employment Agencies in Dealing with Problems of the Hard-Cored Disadvantaged.

Organizations which have been responsible for various aspects of manpower development and utilization in the past, both public and private, have not been effective in dealing with the problems of the hard-core, disadvantaged persons.

Public agencies have been staffed by civil service procedures whereby middle class personnel related to the manpower and employment problems of middle class employers and employees. The shift toward assisting minorities and the hardcore has proved to be a challenging learning process. Past convention training and past

academic course work did not encompass solutions to these new to problems. Many committed professionals at all levels within the agencies and similarly dedicated professionals in the universities and in consulting functions have barely begun to come to grips with these problems.

5. Health Conditions

Model Neighborhood Area residents are in poor economic circumstances and do not understand, or cannot avail themselves of health services (see heath chapter), and are adversely affected by their environment, as in the case of inadequate diet or emotional disorder. Applicants who lack stamina or who cannot function as workers because of poor teeth, uncorrected hearing and sight problems, etc. are at a severe disadvantage in the labor market.

6. Transportation Conditions

Getting to and from a job in this area requires access to a car, as public transportation is not adequate to meet the needs in too many cases. Poor people do not have the resources with which to improve their situation with regard to either public or private transportation. This is a particular problem in certain job catagories, especially industrial jobs due to the low density character of industrial land development. It is also a factor in terms of job opportunities in the outlying suburban retail centers which are completely automobile oriented as regards to access.

E. PROBLEM SUMMARY

1. Economic conditions and employment in the Model Neighborhood Area are adverse for residents because the nature of the labor market has changed. Expansion is in the areas of service industries, technical employment, wholesaling and retailing, government and the professions. These are all areas of employment that require technical and higher education which Model Neighborhood Area residents do not generally have. Furthermore, even if the residents were able to compete there do not appear to be sufficient jobs available to bring employment levels in the Model Neighborhood area to that of the rest of the city. Due to age distribution, the labor force nationwide is expanding rapidly. Richmond is no exception.

2. The residents of the Model Neighborhood area do not possess the business know-how, the education or the technical skills to develop their own businesses and industries.

3. The City is not attracting new industries at a rate commensurate with its excellent locations for both heavy and light industry. Neither Hensley Industrial Park nor the shipyard #3 area have attracted new enterprises to any significant degree. The terrace property, owned by the Redevelopment Agency, which was originally intended for heavy industry, is in the process of being converted to residential use because efforts to attract heavy industry are being abandoned. There is a considerable space in the downtown Redevelopment Project for new commercial enterprises.

4. Racial inequities continue to exist in both public and private sector employment.

5. Youths in the Model Neighborhood Area are unable to secure jobs or training opportunities and are, thereby, creating economic hardships on their families. These youths are not being channelled into the educational system in part because their families cannot afford it. Also, their education is so inadequate that upon graduation from high school, they are ill-prepared for gainful employment.

6. Various existing programs such as CEP, WIN, JOBS and JUP are achieving only marginal success because they lack the basic ingredient for success - jobs to match the skills or the unemployed they serve.

SECTION 9.2: GOALS AND PROGRAM APPROACHES

A. INTRODUCTION: THE GOALS

The following are the general goals of the Model Cities Program regarding economic development and employment.

1. To bring the economic well being of MNA residents up to the level of the City as a whole.
2. To provide the means and motivation for MNA youth to attain employment equal to their potential.
3. To make the programs intended to help the hard-core disadvantaged secure gainful employment more effective.

Goals 1 and 2 are intended to provide the long range solution to the problems of unemployment and economic deprivation that exist in the Model Neighborhood Area. Short range relief from these problems can be accomplished by goal three.

Specific program approaches to achieve these goals are described briefly in the following paragraphs.

B. GOAL 1: TO BRING THE ECONOMIC WELL-BEING OF THE MODEL NEIGHBORHOOD RESIDENTS UP TO LEVEL OF THE CITY AS A WHOLE.

1. Special Economic Development Studies

The Model Cities Program proposes an Economic Development Administration (EDA) grant for an economic development study to determine how the City's available industrial land can be used to develop industrial enterprises which can serve to train MNA residents to operate their own plants. Land in the Hensley Park Redevelopment Project is available for such a venture.

The study would also investigate the business opportunities for MNA residents in the Downtown Redevelopment Project, and the possibility of the development of the terrace property by MNA residents for residential use.

The study of these properties should be tied in with completed economic studies by Oakland and San Francisco of the San Francisco Bay shoreline. The City of Richmond recently acquired 500 acres of waterfront property previously owned by the Maritime Commission. This property is underused and could be developed with industries that offer job opportunities for MNA residents.

A further study is proposed to develop enterprises that dispose of solid wast material. In North Richmond, there are a number of small auto wrecking concerns. In most cases, the operators are self-employed small businessmen. Many lease the land. The enterprises have capital invested in stock and have some skill in the auto-wrecking business.

The disposal of auto bodies is a subject of great concern to residents of North Richmond.

In North Richmond also is the Richmond Sanitary Company landfill operation on diked lands adjacent to San Pablo Bay. The BCPC has indicated that landfill operations are a source of bay pollution and should be replaced with some other disposal means as soon as possible.

The study will be intended to develop solutions to the problems of the junk yards, of the garbage, and the development of a cooperative business venture for the present junk yard operators in new disposal methods.

2. Business Consultant Service

Money for capital is vital but an even more elementary step is also needed in Richmond. Most of the potential enterperners do not have sufficient business experience to know how to work up a proposal, make a market analysis, figure a budget, secure a business loan, etc.

Therefore, it is proposed that, as a part of the Model Cities Economic Development efforts, a Business Enterprise Service be established. This service might consist of one or two people thoroughly knowledgable about business practices who can help interested people define their problems precisely

backed up by a battery of part-time experts and consultants who can answer specific questions. Such a service would be designed not only to help someone start a business but to see that business through the crucial first year.

This service will be linked to and complement the present service offered by the Small Business Administration at the State Service Center.

The personnel hired for this proposal would help organize a Local Development Cooperation and possibly a bank or savings and loan company.

3. Involvement of Major Industry

Another approach to economic development that will be tried is requesting a major industry to cooperate with neighborhood residents in setting up a plant to be eventually owned and operated by the neighborhood. This kind of development has been observed by Board members in Watts area of Los Angeles and in Roxbury, Massachusetts. The Mattel Toy Company has set up a toy factory in Watts to be run by Operation Bootstrap and the E.E. and G. Inc., a metals fabrication company, established a subsidiary in Roxbury for the Black community.

C. TO PROVIDE THE MEANS AND MOTIVATION FOR MNA YOUTH TO ATTAIN EMPLOYMENT EQUAL TO THEIR POTENTIAL.

There is much talk of both unemployment and underemployment and the need for up-grading. Often, up-grading requires significant amounts of education. Because of usual money shortages and the demand to spread it for as many people as possible, we often act penny-wise and pound-foolish in preparing an up-grading program for a disadvantaged person. When the young black man, who can become an electrical engineer, must leave school and take an assemblyline job in an electronics plant to help his family, not only his creative potential is lost but the more routine job slot is unavailable to someone of less capability who may need it and can fill it quite adequately.

1. Stipends for Education for Technical and Professional Jobs

Model Neighborhood Area residents must be provided substantial allowances to attend college

or technical schools over an extended period of time so that they can reach their full potential. In its job development work, Model Cities has found employers willing to hire the hard-core unemployed on an arrangement where the person works half-time and either goes to school or receives skills training half-time with the employer and CEP each paying half of the person's salary. Substantial funds are needed to exploit these opportunities.

It is equally important that the vocational training given to an individual be matched to his capability.

As a pilot effort, Model Cities has proposed that CEP set aside a small sume $32,000 -- to be used as stipends for CEP enrollees who desire and are capable of carrying out a four year college program leading to a specific profession.

In such a case, a "job" slot need not be available. The problem of providing training to full capacity for low-income applicants is quite different than the usual students scholarship problem. While many middle-class students require some assistance on school fares and living expenses at school, they have no financial responsibility other than to themselves, in fact they can rely on some assistance from their families. On the other hand, the more capable the youngster from the low-income family is the more responsibility he feels towards the needy members of his family; consequently, he is likely to leave school to go to work and never reach his potential. Therefore, there must be a truly adequate maintenance allowance for students and dependents if any and there must be counseling support preferably from someone who has overcome these handicaps and completed college who understands the students particular problems. Finally, there needs to be assurance of continuity -- of financial support for a period of several years. Therefore, it is proposed that for the student headed for several years of schooling, a substantial trust fund be set up for stipends which will assure him financial support as long as he remains in school.

It is recommended that the proposed CEP pilot project be expanded as soon as possible and that supplementary sources of funds be explored. Existing or technical schools over an extended period of time so that they can reach their full potential. In its job development work, Model Cities has found employers willing to hire the hard-core unemployed on an arrangement where the person works half-time and either goes to school or receives skills training half-time with the employer and CEP each paying half of the person's salary. Substantial funds are needed to exploit these opportunities.

It is equally important that the vocational training given to an individual be matched to his capability.

As a pilot effort, Model Cities has proposed that CEP set aside a small sume $32,000 -- to be used as stipends for CEP enrollees who desire and are capable of carrying out a four year college program leading to a specific profession.

In such a case, a "job" slot need not be available. The problem of providing training to full capacity for low-income applicants is quite different than the usual students scholarship problem. While many middle-class students require some assistance on school fares and living expenses at school, they have no financial responsibility other than to themselves, in fact they can rely on some assistance from their families. On the other hand, the more capable the youngster from the low-income family is the more responsibility he feels towards the needy members of his family; consequently, he is likely to leave school to go to work and never reach his potential. Therefore, there must be a truly adequate maintenance allowance for students and dependents if any and there must be counseling support preferably from someone who has overcome these handicaps and completed college who understands the students particular problems. Finally, there needs to be assurance of continuity -- of financial support for a period of several years. Therefore, it is proposed that for the student headed for several years of schooling, a substantial trust fund be set up for stipends which will assure him financial support as long as he remains in school.

It is recommended that the proposed CEP pilot project be expanded as soon as possible and that supplementary sources of funds be explored. [illegible] scholarships, work-study and arrangements and special "loans" should be re-examined to see how they can be made more feasible and more adequate to meet this need.

2. Youth Employment Program

The main thrust of the youth employment program will be to stimulate youth to assume responsibility To this end, it is proposed that high school pupils be paid to tutor elementary and junior high school pupils. They would also be used in such activities as the development and supervision of recreational areas, conservation and beautification activities, and home maintenance. Work experience can be provided them in public agencies, private non-profit agencies and community organizations. Exposure to these meaningful activities can provide the motivation for a youth to seek the training or education necessary to get employment in some of these areas.

D. TO MAKE THE PROGRAMS INTENDED TO HELP THE HARD-CORE DISADVANTAGED SECURE GAINFUL EMPLOYMENT FOR EFFECTIVE

Approaches to Achieving Short-Range Goals in Employment

1. Elimination of Discrimination

Complete eradication of discrimination in hiring because of race, color, or ethnic origin in both public and private employment.

a. Equal Opportunity in Public Employment

The Model Cities Program demands that public agencies get on with the business of integrating their staffs at all levels. Public agencies have shown considerable willingness to employ the hard-core disadvantaged (who is usually Black or Brown) in New Careers type entry level jobs. They have not, however, taken affirmative action to insure that their staffs are integrated in administrative, managerial and policy-making jobs.

It is proposed that Civil Service Commissions and staffs establish position classification at higher levels especially to permit minorities

with high potential but short on required experience, to get managerial and administrative experience, training and additional education. Experience in these positions would qualify individuals for management and administrative positions.

b. Equal Opportunity in Private Employment

The program for equal opportunity in private employment includes enforcement of local, state and federal laws regarding fair employment practices and continued job development and job restructure activities in the Concentrated Employment Program. Special emphasis will be placed on the composition of the work force of contractors that do Model Cities construction work.

c. Equal Opportunity in Organized Labor

Representatives of organized labor will continue to be consulted and involved in Model Cities planning to insure that fair employment exists in union shops and on construction crews. Negotiations are in process with the building trades unions to increase the number of Model Neighborhood area residents be given work experience by working with skilled craftsmen on Model Cities construction. Placement on these crews will be made through the Concentrated Employment Program.

2. Job Placement Through the Concentrated Employment Program (CEP)

Model Cities hopes to place at least 500 hard-core unemployed men and women during the first year of operation of the Concentrated Employment Program. Subsequent years in the five-year operation of Model Cities will see similarly stated measurable goals, though at this point it is impossible to guess at the numbers which can or will be placed. Almost everything depends upon the direction in which the labor market moves in that period. The following CEP program approaches will be tried, changed, and improved upon during the coming year; out of these perhaps a kind of specialized approach will be developed which will be successful:

with high potential but short on required experience, to get managerial and administrative experience, training and additional education. Experience in these positions would qualify individuals for management and administrative positions.

b. Equal Opportunity in Private Employment

The program for equal opportunity in private employment includes enforcement of local, state and federal laws regarding fair employment practices and continued job development and job restructure activities in the Concentrated Employment Program. Special emphasis will be placed on the composition of the work force of contractors that do Model Cities construction work.

c. Equal Opportunity in Organized Labor

Representatives of organized labor will continue to be consulted and involved in Model Cities planning to insure that fair employment exists in union shops and on construction crews. Negotiations are in process with the building trades unions to increase the number of Model Neighborhood area residents be given work experience by working with skilled craftsmen on Model Cities construction. Placement on these crews will be made through the Concentrated Employment Program.

2. Job Placement Through the Concentrated Employment Program (CEP)

Model Cities hopes to place at least 900 hard-core unemployed men and women during the first year of operation of the Concentrated Employment Program. Subsequent years in the five-year operation of Model Cities will see similarly stated measurable goals, though at this point it is impossible to guess at the numbers which can or will be placed. Almost everything depends upon the direction in which the labor market moves in that period. The following CEP program approaches will be tried, changed, and improved upon during the coming year; one of these perhaps a kind of specialized approach will be developed which will be successful:

a. Job Development

The number one priority of CEP is Job Development. This function has both short-range goals, such as finding 500 jobs this year, and long-range objectives which are more concerned with the development of new jobs in local industry. The CEP Job Development Unit is therefore concerned with problems of overall economic development and will eventually be involved along with other agencies in this area of activity as well as in a quest for immediate job openings.

The Job Development Unit of the Richmond CEP will utilize occupational services of the California State Employment Service and other resources to assist employers in changing the structure and requirements of existing jobs to be more acceptable in terms of the training and placement of the unemployed. A hoped-for-by-product of this will be the creation of new jobs in existing plants in cases which studies reveal the need for additional workers.

b. Labor Market Data

A local, or "area" committee of the national Comprehensive Manpower Planning System (CAMPS) was established in April of this year in Richmond to provide assistance to the Model Cities program as well as to the community at large. This committee, made up of people who represent federal manpower funding sources to Model Cities-CEP, will continue to work closely with the agency along these lines. One of the primary concerns of the CAMPS Committee at this time is to obtain demographic and occupational data about the Richmond area, to be used in making more accurate manpower plans in the future. Through the efforts of the CAMPS Committee, a proposal has been made to the Department of Labor for funding such a report during this fiscal year.

3. Services For the Applicant

Approaches to solving the problems of the MNA resident (all of whom are in the CEP Target Area)

are characterized by the flexibility in tailoring remediation, orientation, skill training and supportive services to meet the individual need. These are detailed in the CEP proposal, which is available in HUD offices. The most innovative feature of the CEP approach to overcoming problems of the hard-core unemployed is the use of the Vocational Coach. There will be 20 Model Neighborhood area residents, themselves among the underemployed and unemployed, who will be trained to give assistance to the other enrollees as they progress through training, providing whatever support is necessary. Either the coach will directly give the assistance or will know where the support can be obtained and put the enrollee in touch with someone who can fill the need. Coaches will be available 24 hours a day, seven days each week, and will be in communication with employers, foremen, and the training facilities, to provide feedback to CEP staff and to assist in overcoming problems which come up in the enrollees work or in his private life. It is intended that CEP enröllees be assisted to choose work which they are interested in rather than steered to a particular class on-the-job-training slot because that is what is available this week. One of the draw backs of some previous programs was the actual killing of motivation -- a would-be nurse placed in clerical work and vica versa. The Vocational Coaches were hired through New Careers and will eventually become regular employees of the California State Employment Service.

The Richmond CEP program has been designed to try to avoid weak features of predecessor programs. For the benefit of the MNA resident who comes into this program, the following points of policy have been set:

a. No person will be brought into the CEP program unless there is a job waiting at the end of the orientation-skills trainig-remedial education trail.

b. CEP will not finance new, competing structures in the community to provide services such as placement, skills training and education. The existing public establishment will be asked, and when necessary, required to perform the services for which it is responsible. Changes in attitude and manner of performance will be sought when and where these are necessary to meet the needs of the low-income community.

c. To the extent feasible, residents of the MNA will be given jobs which are created in CEP itself.

d. No institutional skills training will be conducted in any occupation which is not now nor likely to be in demand. Wherever possible, written commitments will be obtained by name from employers, predesignating enrollees to be hired following the successful completion of training. When written commitments are not obtainable, the strongest possible case must exist for a given enrollee's success in obtaining employment upon learning his skills.

4. Services to the Employer

The employer community has not been overlooked in the Model Cities program. Several employers sit on the MNCB, with others working on committees. In the planning for the CEP program, three executives from private industry were loaned full-time to the planning group. These men represented the CEP-Model Cities manpower program to the Council of Richmond Industries, the Chamber of Commerce and various other groups of employers in the area. They provided the basic design for the Job Development component, after consultation with employer groups. They assisted in the indoctrination of the Job Developer, and were instrumental in his introduction to the employer community. If early signs are an indication of the future, this manpower program will have an unusually high degree of employer involvement throughout. Whether this involvement results in jobs for poor people remains to be seen, however the feeling about this is good.

Organized labor has also been involved in CEP-Model Cities, though not quite to the extent of the employer group. The Model Neighborhood Citizens' Board has two designated members from labor as well as others with labor connections, and meetings have been held with representatives of both the Building Trades Council and the Central Labor Council. The unions are waiting for specific proposals and questions from Model Cities regarding their participation and/or cooperation in specific activities. Apprenticeship openings will be made available to CEP through the Building Trades Council Affirmative Action Program, and from other union sources.

Specific help to overcome employer hangups in the hiring hard-core unemployed is available through Model Cities now, with more being planned. Some of these are:

a. JOBS-NAB

The National Alliance of Businessmen branch in Oakland has been contacted and an understanding is being concluded with regard to the placement of CEP area residents in any MA-3 contracts which that organization writes in the Richmond area. It is planned that all placements under future MA-4 contracts will be made through the Concentrated Employment Program. The JOBS program offers employers financial and program assistance in placing disadvantaged workers in on-the-job training situations. Similar assistance can be given through the MDTA-OJT program which is being operated in the community by the North Richmond Neighborhood House; CEP is linked in with that program, as well. No employer, large or small, who is willing and prefers to train his own workers needs to be concerned that he doesn't have the resources, financial or otherwise, to carry this out. Between JOBS, MDTA-OJT and CEP, almost any kind of a program can be constructed to the advantage of the employer and the worker.

b. Foreman Training

The whole field of in-house employee training

on cultural differences, sensitivity, human resources development and similar subjects has been expanding. Large corporations have been engaging in this for several years in the Bay Area, with varying degrees of success. Model Cities will study this subject to determine if CEP can provide resources to employers along these lines. One feature which is already built into CEP enrollee orientation is that prospective employers will be invited to involve supervisory staff in the sessions with the groups of enrollees who will be coming to work for them. CEP will have regular participation by employers in these sessions, regardless of whether the group is slotted to the particular company.

c. Occupation Analysis Services

A CSES Occupational Analyst, whose training and experience has been mostly with disadvantaged youth and adults and who has been involved in job development and new program planning, is budgeted 25% on loan to CEP. He is already involved with some employers on problems of turnover and absenteeism and is working closely with the CEP Job Developer. He will be available to employers to assist in restructuring jobs, evaluating work processes to find new jobs, suggesting resources for special orientation and training of first and second line supervisors, etc.

SECTION 9.3: PRIORITIES AND STRATEGY

A. PRIORITIES

The following list shows a timetable of priorities for employment programs:

Immediately

Develop the Concentrated Employment Program (CEP) to full operating capacity; demand full integration of City Government and full enforcement of FEPC laws relating to private employment.

Year One

Make Comprehensive Economic Development Study.

Provide Business Assistance for MNA Residents.

Establish a Local Development Corporation.

Develop and implement grant proposals for attending college or trade and technical schools.

Complete agreements to increase membership of Model Neighborhood Area (MNA) residents in labor unions.

Request major industry assistance in economic development.

Make study of solid waste disposal problems and opportunities.

Year Two Thru Five

Continued Operation of CEP.

Stage implementation of the economic plan

Evaluation of the effectiveness of previously implemented programs and continuation or redirection as needed.

B. STRATEGY

The general strategy will be to use Model Cities Programs to create jobs, to generate capital investment for self-employment and small business development, and to spread business and administrative know-how in the community.

Some specific strategies will include:

1. Using the CEP to secure the maximum feasible number of existing jobs for MNA residents.
2. Expanding the concept of the CEP to include support for higher education and technical training aimed at specific vocational goals. Emphasis will be placed on those skills that will be needed in Model Cities projects.
3. Motivating capable MNA youths to aspire to long-range employment goals with higher potential rather than immediate employment.
4. Using the increased City deposits in local banks as leverage to gain more loans to MNA residents for business ventures and personal acquistions and jobs.
5. Economic development with a view towards expanding employment and business opportunities for MNA residents.

SECTION 10.2: GOALS AND PROGRAM APPROACHES - OVERALL OBJECTIVE, GOALS, AND PROGRAMS

Page

A. SEEK AN EVEN APPLICATION OF LAW AND JUSTICE 10.2-1
  1. Study 10.2-1
  2. Release from Jail Without Bail 10.2-2
B. LAW ENFORCEMENT DEPARTMENTS SHOULD BE COMMUNITY SERVICE AGENCIES 10.2-3
  1. Four Programs Affecting Police and Sheriff 10.2-3
C. IMPROVEMENT OF REHABILITATION SERVICES 10.2-5
  1. Three Programs Affecting Correctional Rehabilitation Departments 10.2-5
  2. Three Programs to Add More Resources in The Model Neighborhood Area for Juvenile And Adult Offenders 10.2-6
  3. Two Programs to Work With Employers About Arrest Records 10.2-7
D. DELINQUENCY AND CRIME PREVENTION 10.2-8
  1. Three Programs to Prevent Trouble With the Law Before It Occurs 10.2-8
  2. Two Programs to Avoid Arrest Records Where Possible 10.2-10
E. INCREASE CITIZENS' AUTHORITY IN COUNTY GOVERNMENT 10.2-11
  1. One Program to Achieve Goal 10.2-11

SECTION 10.3 PRIORITIES AND STRATEGIES

A. IMMEDIATE PRIORITIES 10.3-1
B. FIRST YEAR PRIORITIES 10.3-3
C. SECOND THROUGH FIFTH YEAR PRIORITIES 10.3-5

CRIME AND DELINQUENCY REDUCTION

TABLE OF CONTENTS

Page

SECTION 10.1: EXISTING CONDITIONS - PROBLEMS

A. INTRODUCTION 10.1-1
B. EXISTING FACILITIES AND SERVICES 10.1-3
  1. Law Enforcement 10.1-3
  2. Correctional Rehabilitation Departments 10.1-8
  3. Courts and Available Public and Private Attorneys 10.1-11
  4. Additional Programs 10.1-14
C. STATISTICAL AND PROGRAM OPERATIONS INFORMATION 10.1-16
  1. Richmond Police Department 10.1-16
  2. County Sheriff 10.1-17
  3. County Probation Department 10.1-19
  4. Youth Authority 10.1-24
  5. Department of Corrections 10.1-24
  6. Courts and Attorneys 10.1-24
D. COMPARATIVE SERVICE PROGRAMS IN OTHER COUNTIES 10.1-25
  1. Marin City 10.1-25
  2. East Palo Alto 10.1-27
E. PROBLEMS AND ANALYSIS 10.1-29
  1. Law enforcement 10.1-30
  2. Correctional rehabilitation departments 10.1-31
  3. Courts and attorneys 10.1-33
  4. County portion of North Richmond 10.1-33

SECTION 10.1: EXISTING CONDITIONS - PROBLEMS

A. INTRODUCTION

This chapter will discuss existing programs, conditions, problems and some reasons for those problems and will suggest program approaches affecting the entire criminal and delinquency justice system. It will also consider the availability of public and private legal counsel for civil legal matters. Those services and depatments making up the system include those listed below. A brief statement of their function and purpose will follow each one. A more detailed description of their programs is given under existing conditions.

1. Law Enforcement: (Richmond City Police, Contra Costa County Sheriff, California Highway Patrol)

   The primary responsibility of all law enforcement departments is to protect persons from criminal acts to person or property and to enforce the laws of the federal, state and local governments. The city police have responsibility only in the City of Richmond. The Sheriff's responsibility is in any county portion of the county excluding incorporated cities. The Highway Patrol operates on all state roads and highways and supplements the County Sheriff in county districts.

2. Correctional Rehabilitation Departments: (Contra Costa County Probation Department, the California Youth Authority and the California Department of Corrections)

   These departments have the responsibility for the supervision and rehabilitation of youth and adults whom the courts have committed to them. These are youth and adults who have violated the law in some way or another. These departments operate Juvenile Halls, Ranch and Camps, Correctional Schools and State prisons. The persons in their charge may be locked up or supervised in the community.

   The Probation Department is responsible for youth and adults committed to the County. The Youth Authority is responsible for youth committed to the State

Correctional System. The Department of Corrections is responsible for adults committed to the State Correctional System.

3. The Courts

The Municipal Courts of the City of Richmond have jurisdiction only over certain cases which occur in Richmond. They handle traffic matters and in criminal matters they handle primarily misdemeanor offenses. They also handle minor civil legal matters.

The Superior Courts of the County of Contra Costa have county wide jurisdiction. In criminal matters they handle all felony cases that occurred anywhere in the county and major civil legal matters.

4. Legal Counsel: (The District Attorney, The Public Defender, Legal Services Foundation and Private Attorneys)

The District Attorney is the attorney for the people of the County of Contra Costa including the incorporated cities of the county. He prosecutes all criminal cases for the people.

The Public Defender and Private Attorneys attempt to defend the person accused by the people of committing a crime. The Legal Service Foundation and Private Attorneys act for people in non criminal matters which are referred to as civil cases or civil law and may possibly involve a court decision.

5. The Human Relations Commission of the City of Richmond

The Human Relations Commission is a City of Richmond City Commission created to help establish better relations between City Government and low-income citizens.

The factual data in this report is limited and uneven, but it will help to support our recommended program approaches. The information contained herein especially supports the idea of writing an application for a planning grant to do an in depth study of the

total criminal and delinquency justice system. Such a study would take the efforts of a full-time professional team, supplemented by citizens from the area, over a period of time, looking at each segment of the system in depth in order to make realistic recommendations for program changes oriented to the needs of all the community. Funding under a special planning grant is the only practical way to get the money to hire professionals and citizens for the necessary period of time.

The word "prevention" was intentionally removed from the title defining the subject matter of this committee. The concept was not ignored. There are goals, program approaches, and strategy aimed exclusively at crime and delinquency prevention. But the word itself leads in so many possible directions that it became a devisive force confusing the task of this committee with that of other committees and threatened to dilute the ability to deal directly with crime and delinquency. To keep this focus on the law enforcement, criminal justice and rehabilitation problems, the committee tried to be modest in its scope of concern. This was necessary because, as the following sections show, the area is still a vast one relating to numerous departments and activities.

B. EXISTING FACILTIES AND SERVICES

1. Law Enforcement

a. Richmond Police Department

The Richmond Police Department, with jurisdiction over all the law enforcement activities within the City of Richmond has a total staff of 210 persons of whom 26 are minority group members (black, spanish speaking and oriental). The organization chart Figure No. 1 on the following page shows the organization and the personnel distribution by division and assignment. It does not give a break down by ethnic group, nor does it indicate which are sworn and which are unsworn personnel. More than half of the minority group members are known to be black.

The in-service training program for personnel in the Richmond Police Department includes a two week basic recruit training program followed by a five week police academy. Throughout the rest of the officer's career, there are various in-service training programs for all levels of personnel. The department has not specified exactly what these courses are.

Officers are encouraged to go to college and receive extra pay for doing so. Extra pay is also received when an officer obtains an A.A. Degree in Police Science. Classes an officer may take, range from community relations and police administration, to riot control. Most training costs are absorbed in salary and the department training budget is utilized mainly in the purchase of books and films. Some money is allowed for out-of-city or state training, such as the Northwest Traffic Institution, the FBI Academy, the Human Relations School at Michigan State and others. The Richmond Police Department is an active participant in the Police Officers Standards training program approved by the State Legislature.

In accordance with the State Penal Code, Section 1318, the Police Department follows the practice of releasing some arrested person whom they have booked on their own recognizance for a later court appearance. It is, in part, a matter of subjective opinion as to who is so released and who is not.

In addition, on a very limited scale and where only a city ordinance is involved, they use a citation for adults which is much the same as a traffic ticket in effect. They also use a juvenile citation system. (See Section 10.2 page _____.)

As of June 1, 1968, the Richmond Police Department began using a team policing operation which allows command personnel to assign patrol officers in relation to area needs and criminal activity. The City of Richmond is now divided into

16 zones under this plan. The purpose is to allow more flexibility in assigning police officers to various areas of the city. They can more easily move more officers into a section where they are needed without leaving other sections of the City totally without police coverage.

In the past three years, the Human Relations detail of the Richmond Police Department has established 13 police youth groups. The purpose of these groups is to open communications with hard core delinquent youth in the community. These groups were to last for approximately 13 weeks. However, because of the interest of the youth, six groups remain actively with the Probation Department providing staff. The police are directly involved in two of the six groups.

At the current time, the police department is experimenting with a program using police community relations aides. There are four Police Community Relations Aides, and their duties include working with juveniles and their families after a case is closed, getting to know youth in the community and working with established community groups. This program stemmed from the new career program of the Richmond Community Development Project financed by an OEO Demonstration grant which became operational March 1, 1965.

As a related new approach to staffing, a proposal for funding has been submitted to the U.S. Department of Justice to hire ten community service officers. According to this proposal, the community service officers would be young men, 18 to 21 years of age, able to read and write, but not necessarily high school graduates. They must have lived in one of Richmond's areas of high social disorganization. Community Service Officers would work assigned beats from neighborhood out-stations. Their job would include establishing communications between youth and police, aiding citizens in time of crisis (fire, accident), follow up on juvenile cases, and

similar activities. Supervision is to be by patrol sergeants. The salary would start at $5,400 with annual raises of $250 to a maximum of $6,400.

b. Contra Costa County Sheriff's Department

In the unincorporated area of North Richmond, which is a part of the Model Neighborhood Area, the Sheriff provides the major law enforcement service. For the past few months, since May 20, 1968, they had two deputies on a walking beat, eight hours a day, five days per week, in the County area of North Richmond.

In addition, a two-man patrol unit is on duty 24 hours per day, seven days per week. This patrol is known as Beat No. 2, and has the responsibility of North Richmond, Pinole Point and the unincorporated area northwest of Interstate 80, from the northern city limits of Richmond to the Pinole city limits. Beat No. 2 is much larger than the county portion of North Richmond. It has a total of 17.62 square miles of which North Richmond is but 1.29 square miles. The approximate total population of Beat No. 2 is 30,000 (excluding portions of San Pablo City and Pinole). The county portion of North Richmond has 3300 people. These figures are based on a 1966 special popualtion count by the City of Richmond. On the 1:00 a.m. to 9:00 a.m. shift, this beat's responsibility is extended beyond these limits.

Thus, the time of 10.4 deputies is presently spent in the area. Except for the addition of the two walking officers, the time of 7.0 deputies would normally be assigned. One of the walking deputies is Negro. According to the county auditor-controller, the following costs were submitted for Beat No. 2:

Yearly cost per deputy:	$ 18,629
10.4 Deputies:	194,397
7.0 Deputies:	130,844
Yearly cost per patrol vehicle:	9,417

(Includes operating overhead and communications cost)

They also estimate that the time of approximately two investigators is spent solely within the North Richmond area, with a total yearly cost per investigator of $21,790. This would also then be an additional cost of police service to the unincorporated area of North Richmond, amounting to $43,580.

In the near future, the Sheriff plans to provide a community relations sergeant and the assignment of special suppression forces as needed. The community relations sergeant will spend approximately one-half of his time in the North Richmond area. A special suppression squad will be assigned throughout the county as the need arises. The actual cost of either service is difficult to estimate.

The Sheriff's Department employs 217 sworn staff and 71 civilian staff for a total of 288. Of this total, 13 are from minority groups. Eight are Black persons and 5 Mexican-American. Six of the Black members are deputy sheriffs - 1 in the main jail, 4 on patrol, (3 in North Richmond, 1 in Pleasant Hill) and 1 is in the Detective Bureau. One is a female sergeant-community relations officer and 1 is a communication clerk in Martinez. The 5 Mexican-Americans are on patrol service scattered throughout the county.

The Sheriff's Department also releases some persons arrested on their own recognizance in accordance with state law. The program and practice is much the same as described under the Richmond Police Department. They also use the juvenile citation system. (See Section 10.2 page ____.)

c. California Highway Patrol

This department provides services to the County Section of North Richmond. They supervise the movement of all vehicular traffic using the streets and roadways in North Richmond, investigate all traffic accidents and thefts of vehicles, arrest and sometimes lock up people for certain

types of traffic law violations, issue traffic citations as well as mechanical violation citations and illegal parking citations. They do not enforce time parking ordinances. A patrol unit district includes more than just North Richmond.

They estimate they provide the northwest portion of Contra Costa County with approximately 328 man-hours of traffic officer time a week, exclusive of supervisory time. Approximately 25 per cent of this total time is devoted to the North Richmond Section. They estimate annual cost of an individual traffic officer, based on total departmental overhead to be about $18,000 or approximately $10 an hour. They have no plans for change in the North Richmond service.

2. Correctional Rehabilitation Departments

a. Contra Costa County Probation Department

The County Probation Department runs the following programs:

1. Supervision of youngsters and adults who are on probation living at home, in foster homes or institutions, or by themselves. It also provides similar supervision for neglected and dependent children. A juvenile may be on informal probation or be a ward of the court.
2. A boy's ranch located near Byron.
3. A 24-hour residential center to be opened in the near future for girls. This is a fancy name for a girls' ranch or camp program. For the present, it will be located in part of the existing juvenile hall in Martinez.
4. Five group homes for boys. One is in Walnut Creek and four are in Bollinger Canyon.
5. Two day-schools for girls. Each has ten youngsters in the program. One is in Concord and one is in the Richmond Hills.

6. One probation officer is assigned to the Rodeo Community Center in Rodeo.

7. Four intensive supervision units are being operated. Two are for adults, one of which is located in Martinez and the other of which will be located in Richmond within a month or two. In addition, they will also operate a 24-hour residence for adults in these programs. The County Board of Supervisors has approved the program and they hope to locate it in North Richmond.

   There are two juvenile intensive supervision programs, one located in the El Cerrito Office.

   These programs have small caseloads; for instance, one probation officer for 20 to 25 probationers. They are designed to provide intensive and improved help to probationers. These units, plus the day care school for girls in Concord are totally financed with State money. The Probation Department is paid a given amount of money for each adult or juvenile who was not sent to the State Correctional Department if they legally could have been committed to these State Departments. This money must be used to serve those in the intensive supervision program for such things as tutorial programs, job-finding programs, group counselors, different living arrangments or other measures designed to help prevent the people from getting into further trouble.

   All of the camp programs, the day-care school in Richmond, and some of the group homes receive part of their money from a State subsidy.

8. One deputy and a work study student are assigned to work with the Dynamic Youth Group which has 50 boys and girls in the Model Neighborhood Area. This group resulted from the police youth groups described on page ____ of this section.

9. $14,400 per year from the Probation Department Budget goes to support North Richmond Neighborhood House work with youth groups.

b. California Youth Authority

The California Youth Authority has a total number of 80 cases in the Model Neighborhood Area. There are seven California Youth Authority field officers working in the area. The same seven agents serve other areas in addition to the Model Neighborhood Area.

The parolees living in the Model Neighborhood Area are supervised under two different programs: A regular parole program and a community Delinquency Control Project. The regular parole program provides for an agent to see the ward on a monthly basis or as otherwise needed. These agents assist the ward with school, employment, family situations, and the problems that might arise from time to time. The ward is provided with individual, family and some group counseling at times. In the Community Delinquency Control Project, there is a much closer and intensive form of supervision. The program provides consultants, psychiatric treatment, more intensive group and family counseling, etc. It also provides direct recreational and tutorial programs.

The Youth Authority's Community Delinquency Control Projects have been in existence about four years. There are 3 in the Los Angeles area and 1 in Oakland which has youngsters from the MNA in it. These programs are not research projects, but some research design was built in, and statistical gathering and analysis is being done. Also some program elements from other research projects have been used. There are indications that wards in these programs do better than in regular parole units. However, it is not certain if these are results of program elements or the ward selection process. The estimated 1968-69 cost per ward in regular parole is $371; for a ward in the Community Delinquency Control Project, $1,398.

c. California Department of Corrections

The California Department of Corrections has 44 parolees currently residing within the Model Neighborhood Area. In addition, the women's parole operation in the State has one female parolee currently living in the area and this number rarely exceeded three. There are three male deputies, plus the one woman parole agent operating in the area. They also have responsibility for cases outside of the Model Neighborhood Area. What the services provide in terms of actual supervision or special programs is not known.

The Department of Corrections also provides permanent full-time consultant staff attached to the Richmond Service Center. This consultant is involved in many projects in the cities of Richmond and San Pablo and has participated actively in the Model Cities Program. He is primarily responsible for the development of the Halfway House proposal.

3. Courts and Available Public & Private Attorneys

a. Courts

There is a Municipal Court with 3 departments and 3 judges in Richmond. They handle criminal matters, mainly misdemeanors, traffic and civil matters. One judge is Black. The City Clerk's Office has a staff of 16 to service the courts. There are no minority group members.

There are 9 superior courts of the County of Contra Costa with 9 judges. Almost all of the departments are located in Martinez. However, there is one court located in Richmond which handles law and motions and other uncontested matters. The juvenile court department has a branch in El Cerrito as well as Martinez and there are two referees. The superior courts handle civil, criminal, felony and probate matters.

Both the Municipal Court and the Superior Court are said to use the program of release on one's own recognizance instead of requiring bail for some cases. The extent of use and the criteria for use are unknown to us.

b. The District Attorney

Is an elected county official with a civil service staff. The total staff is 73. There are 38 attorneys, 8 investigators, 26 clerical positions. The main office and the majority of the staff is located in Martinez, but there is a branch office located in Richmond, with a total staff of 24. There are 12 attorneys, 3 investigators and 9 clerical positions.

At the present time in the Richmond Office the minority staff members consist of 1 Oriental and 1 Mexican-American attorney. There are none who are investigators and none in the clerical positions. The Martinez Office has one Mexican-American attorney and it may have other minority group members. Over the years this office has had several Black attorneys. At this level, staff turn over is fairly frequent, because as attorneys get experience here they tend to move on to private practice or better paying positions.

The District Attorney handles criminal matters and acts as the legal counsel for the board of supervisors, special service areas and some special school districts. Therefore, they handle all civil law matters for the county.

c. The Public Defender

This department was not created in Contra Costa County until November 1, 1966. There is a staff of 10 attorneys, 2 investigators and 4 clerical positions. Although they provide service to the whole county, they are all centrally located in Martinez. There are plans to open a Richmond Office in the Spring of 1969. By January 1969, the staff should have 12 attorneys plus an investigator. There

are 2 minority members on the staff; 1 Black attorney and 1 clerical position which is held by a Mexican-American.

The Public Defender handles felony and misdemeanor cases, juvenile court cases and an unclassified miscellaneous group of cases which include advice and assistance short of a law case.

d. Contra Costa Legal Services Foundation

This is a legal service program funded by the Office of Economic Opportunity. The Contra Costa County Bar Association is the sponsoring agent. It is approximately a $290,000 program with about $30,000 of that being made up of local money or in kind services. Its primary function is to make legal representation in civil law matters available to the poor. While other criteria help qualify a person for the service, the financial sliding scale ranges from 1 person with a monthly income of $158.00 to 10 persons in a family with a $625.00 monthly income.

In addition to providing legal services on an individual case basis, they will eagerly look for and handle issue cases, i.e., a case about a social issue which, if won, will benefit beyond just the individual client. An example is the current school integration case in Richmond.* In addition, they are constantly in the throes of experimenting with additional supportive services to their clients which are tied to their basic legal function. An example of this would be casework services provided by a social work graduate student. They express interest in helping in community problems such as in the area of economic development including minority group ownership of business and construction trades employment.

---

*As of November 25, 1968, the Superior Court of Contra Costa County has ordered the Richmond Unified School District to adopt a plan to desegregate all of its schools within 30 days.

Their staff consists of 1 director, 1 research attorney, 8 case attorneys, 6 part-time or full-time intake workers, 9 office and clerical positions. They have 1 Black and 1 Mexican-American attorney on their staff. There are 4 Negro and 2 Mexican-Americans in their office and clerical staff. There is one Mexican-American who is an intake worker.

The central office is in Richmond. Branch offices are located in Richmond, Martinez and Pittsburg. The bulk of the staff is in Richmond in the MNA. They provide services countywide. They find it difficult to recruit Black attorneys even with an aggressive recruitment practice. However, their salary scale is not competitive with even county agencies. There are a great number of volunteer attorneys and a large amount of voluntary intake and investigation services. Volunteer and work study law students do most of their investigation work. There are also social welfare graduate students placed there.

e. Private Attorneys

There is a countywide Bar Association, the Central County Bar Association and the Richmond Bar Association. The total number of attorneys practicing in the county is approximately 300 and in Richmond there are approximately 50. These figures are a best guess based on the Bar Association listings and telephone book listing. A general legal fee schedule is now being prepared by the County Bar Association and will probably recommend a base rate of $25.00 to $30.00 per hour, obviously out of the reach of the poor.

4. Additional Programs

a. The Human Relations Commission - City of Richmond

This commission is composed of 9 members. A primary purpose is to try and establish a better relationship between the Police Department and the people in the low-income communities. This commission also acts as an advisor to the Richmond City Council.

Model Cities Program
Richmond, Cal.
Chap. 10 Crime & Delinq. Reduction
10.1-15

The Human Relations Office is responsible to the Human Relations Commission. The office staff is composed of 1 secretary, 1 Neighborhood Youth Corp (NYC) worker, 1 Human Relations Officer, and 1 Human Relations Specialist. There are three minority members on the staff, 2 Black and 1 Mexican-American.

This program is funded by the City of Richmond. Its operational funds range from $25,000 to $30,000 a year. The Human Relations Commission is divided into sub-committees, one of these sub-committees is the Governments sub-committee. This sub-committee works with people from the low-income communities, lawyers and members of the Police Department. Its main function is to try to implement programs which will better meet the needs of the people in the low-income communities.

C. STATISTICAL AND PROGRAM OPERATIONS INFORMATION

Our information in this area is very superficial and in some cases is missing altogether. It may be possible to fill in some gaps for the final program submission but due to a limitation in staff it will still remain very superficial in nature. This very fact is a major justification for our recommended program of an in depth study of the entire criminal and delinquency justice system.

Such factual information about the amount and makeup of personnel of the departments, the number of people they process and how, and general program operations about the various segments of the justice system will enable us to identify the more hidden problems and defects in the system.

This section must be read in careful conjunction of Section 10.1 since most personnel information and limited cost information is in that section.

1. Richmond Police Department

The City portion of North Richmond shows the following police events breakdown for the calendar year of 1967.

Offenses Reported	190
Accidents Reported	14
Miscellaneous Complaints Reported	83
*Arrests	86

*These persons taken into custody for any offense have an arrest report made at the City Jail.

In a survey made by the Survey Research Center of the University of California in July, 1964, the highest incidence of youth having contact with police occurred in the Model Neighborhood Area. They found that the percent of all youth under 18 years of age in the target area who had a police contact in the previous year varied from 18% in some locations, up to 45% in one sub-area. (We should have more information available soon.)

2. Contra Costa County Sheriffs Department

The following table shows the reported police events and activities in the county portion of North Richmond.

Crimes in North Richmond (January 1, 1968 thru June 1968)

Felonies	Number
Armed and Strongarm Robbery	13
Arson	6
Assault with a deadly weapon	26
Burglary	108
Felony wife beating	1
Forgery	1
Gambling	4
Grand Theft	8
Grand Theft auto	1
Kidnap	1
Mail Theft	1
Narcotics	1
Pimping	1
Prostitution	1
Parole Violation	1
Receiving Stolen Property	1
Rape	3
TOTAL FELONIES	178

(continued)

Misdemeanors and Other Police Events	Number
Assault	1
Battery	31
Battery on a Peace Officer	1
Calif. Vehicle Violations	1
Checks (stolen)	1
Civil Matter	2
Cruelty to Animals	2
Curfew	2
Death	2
Disorderly conduct	1
Disturbing the Peace	76
Drunk	2
Exhibiting and/or brandishing weapon	7
Found Property	4
Hospitalization	20
Illegal Entry	4
Indecent Exposure	1
Interfering with Officer	1
Malicious Mischief	49
Miscellaneous Service	199
Missing Persons	14
Outside Assist	2
Petty Theft	41
Prowler	3
Resisting Arrest	1
Suspicious Circumstances	15
Trespass	2
Uncontrollable Juvenile	9
TOTAL MISDEMEANORS AND OTHER POLICE EVENTS	494
TOTAL MISDEMEANORS, OTHER POLICE EVENTS, AND FELONIES	672

3. Probation Department

The following statistics are estimates made by the Probation Department because they do not normally keep statistics based on small geographic areas in the county.

The following information shows the total adult and juvenile caseload for the Probation Department. It is broken down by sex and offense. In addition, it shows those cases residing within the Model Neighborhood Area using the same breakdown.

Total Department Adult Caseload

	FEMALE	MALE	TOTAL
Superior Court	96	628	724
Lower Court	222	1167	1389
		TOTAL	2113

Total Adult Cases Under Supervision in MNA

	FEMALE	MALE	TOTAL
Felony	7	71	78
Misdemeanor	25	122	147
		TOTAL	225

Total Department Juvenile Caseload

	BOYS	GIRLS	TOTAL
Pre-delinquent & Delinquent	870	435	1305
Non-delinquent	431	430	861
		TOTAL	2166

Total Juvenile Cases Under Supervision in MNA

	BOYS	GIRLS	TOTAL
Pre-delinquent & Non-delinquent*	151	60	211
Non-delinquent**			136
		TOTAL	347

(continued)

*During calendar year 1966-1967, 60% of original petitions filed in boys' cases was for specific delinquent acts, 40% for delinquent tendencies or pre-delinquent acts. In girls' cases, for period, 23% of original petitions filed were for specific delinquent acts, and 77% for pre-delinquent tendencies.

**Breakdown as to sex not available. Rough estimate could be 50% boys and 50% girls.

POPULATION	MNA	COUNTY	%IN MNA
Juvenile 0-17 years	7,790	213,000**	3.7%
Adult 18 & over	11,210	318,000**	3.5%
TOTAL	19,000	531,000	3.6%
Probation Cases			
Juvenile	347*	2,166	16 %
Adult	225	2,113	10.5%
TOTAL	572	4,279	13.4%
Cases Per 1000 Population			
Juvenile	45		10.2
Adult	20		6.7
Average	30		8

*136 of these cases are non-delinquent.

**Age breakdown for total county population was estimated from 1960 Census age data.

The following describes total Probation Department Field staff, caseload sizes and functions.

1. Total Department Deputy Probation Officer Field Staff:

STAFF:	JUVENILE	ADULT	TOTAL
Deputy Probation Officers	68	30	98*

*Includes Intensive Supervision Staff of 12 Juvenile Deputies and 6 Adult Deputies

---

2. Field Deputy Probation Officer Personnel in Model Neighborhood Area:

	Part-Time	Full-Time	Total
ADULT	14		14
JUVENILE	9	2	
	TOTAL		25

3. Average Deputy Size Per Deputy regardless of Area within Contra Costa County:

	AVERAGE CASELOADS	AVERAGE MONTHLY NEW INVESTIGATIONS
Male Felony	130	3
Women Felony & Misdemeanor	109	9
Male Misdemeanor	119	9
Boys-Pre-delinquent & Delinquent	63	8
Girls-Pre-delinquent & Delinq.	50	4
Children Non-delinquent Including Placement Function	53	2

a. Adult-Deputies perform dual functions. They do investigations of new referrals from Criminal Courts and also have the supervision responsibility of probationers. The only exception is that those deputies assigned the supervision of persons convicted of a felony. They do only supervision, except that when a probationer under their supervision commits a misdemeanor, they will investigate and make the required written report.

b. Juvenile-Deputies perform dual functions. They investigate new petitions and also have the supervision responsibility of probationers.

The supervision function includes bringing a matter back to Court for any changes or modification of probation; making necessary reports; and in juvenile cases making written reports on any subsequent petitions filed when case is active and doing reports for the Court on annual reviews of non-delinquent cases.

c. Intensive Supervision Caseloads-These are felony cases in adult probation and juveniles declared wards under Section 602 of the Welfare and Institutions in juvenile probation.

The supervision function includes any further report to be made to the Courts.

CASELOAD	PER MALE DEPUTIES	PER FEMALE DEPUTIES
Adult	26	13
Juvenile	11	11

The following Tables are self-explanatory.

1. Caseload in Custody or Placement Programs.

	BOYS	GIRLS	TOTAL
Juvenile Hall	75	43	118
Shelter Facility	30	38	68
Contra Costa County Boys' Ranch	60		60
Contra Costa County Group Homes	28		28
Foster Homes			539
Private Institutions	37	24	61
County Jail as Condition of Probation	43	1	44
TOTAL			918

---

2. Number of children, youths and adults from Model Neighborhood in placements outlined in #6 above:

	BOYS	GIRLS	TOTAL
Juvenile Hall	8	7	15
Shelter Facility	2	6	8
Contra Costa County Boys' Ranch	5		5
Contra Costa County Group Homes	2		2
Foster Homes	24	21	45
Private Institutions	4	3	7
County Jails as Condition of Probation	2		2
TOTAL			84

---

*3. Number of Foster Homes in Model Neighborhood Area	2
Number of Children Placed in said homes	3
Cost per Month	$90.00

---

*This is only for probation foster homes and is not the regular foster home program.

Valid statewide comparisons for juveniles either for arrest and referral, or probation department activities, is not possible until other detailed work is done since there is every indication that different age ranges and population estimates were used by the state and the county.

The Probation Services annual report for 1967 shows that excluding traffic violations Richmond was number 1 in the county for residence location of both boys and girls referred for delinquent acts, while North Richmond was 8th for boys and 7th for girls. For non-delinquent acts or dependent neglect cases Richmond was again number 1 for both boys and girls and North Richmond 5th for both boys and girls. Richmond is the largest city in the county with any sizeable low-income or minority group population. It is the most urbanized area in the county and one of two cities in the 50-150,000 population range.

4. Youth Authority

Here meager statistics show the following:

	Males	Females
Juvenile Court Commitment	57	9
Adult Court Commitment	14	0

Total Caseload in MNA equals 80

Seven parole agents serve the area and have cases located elsewhere in the city or region. Four of these officers are male and three are female.

5. Department of Corrections

Here we know only that there are 44 male cases and 1 female case in the Model Neighborhood Area.

6. Courts and Attorneys

Our information in this area cannot extend much beyond the description given in the existing facilities and services Section 10.1 A. We do not yet know the court caseloads, whether or not there is a backlog, how much the courts use release on own recognizance, nor any comparative data. Much of the same is true for District Attorney's Office.

The Public Defender estimates that 1/2 of his caseload is in Western Contra Costa County which would include the Model Neighborhood Area. He also estimates a caseload of 4200 from 7/1/68 to 6/30/69. Based on 12 attorneys which is not yet a reality it would amount to 350 applicant cases per attorney. 20%-25% of the caseload are felony crimes, 60% misdemeanor crimes, 15% juvenile and 5% miscellaneous including some advise and assistance only cases.

The Legal Services Foundation shows that from 7/67 to 9/20/68, they have handled a total of 7690 cases, 4756 of those from the Richmond area.

D. COMPARATIVE SERVICE PROGRAMS IN OTHER COUNTIES

The following describes the County Sheriff's Service in Marin City and East Palo Alto, both unincorporated predominantly Black areas in other Bay Area counties. It also discusses two different types of unofficial area representative bodies to deal with county services in general. This information is included for its pertinance to the problems faced by the unincorporated part of North Richmond which is a part of the Model Neighborhood Area.

1. Marin City

Marin City is an unincorporated area of a little over one square mile in land area with a population of 1600 which is 80-90% Black. It was originally the site of a large quantity of temporary war housing and is presently all part of a county redevelopment project. Within Marin City there are public housing units, privately owned houses, cooperative apartments with some sale and some rental, and it has 6-10 small businesses with one large general purpose market. It is located 10 miles from the county seat, which is San Rafael. The Sheriff's Service to Marin City is not part of any special service district and all costs come from the regular budget of the Sheriff's Department.

There is a regular Sheriff's substation located in Marin City in a mobile trailer. They have had a substation in Marin City since 1943. As the result

of trouble in the area in 1965, the substation was burned out and they were located for 1 1/2 years outside of Marin City. However, as of May 5, 1967, the substation was moved back into Marin City and has a staff of 16 plus 1. There is a lieutenant in charge, four dispatchers, one Community Relations Officer, an inspector irregularly assigned, and the remaining ten are patrol officers of a deputy or sergeants rank. There are five Black officers and the rest are White.

The community is built mostly on a hillside in a semicircle. The Sheriff's substation is easily accessible and in plain view of everybody. The addition of dispatchers to the substation insures that some one is always on duty in the office to answer the phone, talk to people who drop in, and to immediately direct patrol officers to cover calls for help or to trouble spots. The officers at the substation have responsibility only for Marin City. A half hour delay in response to a complaint would be a long time to wait in Marin City.

The feeling of the Lieutenant in charge is that there has been a measurable increase in citizen protection and crime reduction in the area. For example, prior to this level of staffing, recovery of 40 stolen cars per month in the area was not unusual; now, 0-3 or 4 per month is the usual.

Marin City recently elected an extra legal unofficial 15 member Citizens' Council. It has no authority over the Sheriff's Department and has not been officially recognized by the County Board of Supervisors. So all action in relation to various county departments depends entirely on cooperation between this Citizens' Council and the county departments. Its significant value at this time would seem to be that it apparently represents a cross section of the citizens who can band together and at least argue and discuss proposed county action in the area. It also provides a representative group which the county government can go to for reaction to plans they might have for Marin City.

In addition, there is a Marin Community Services District. After completion of a recent study, they are considering the possibility of taking over the police services with financial cooperation from the county.

As is to be expected, the community has divided views about the substation. Some like it in the community and others feel it is an insult to the citizens.

2. East Palo Alto

East Palo Alto is an unincorporated area of San Mateo County and is about 2 1/2 square miles in land area. It has a population of 27,000 with a minimum of 65 to 75% Blacks. It is located eight miles from the headquarters office and County Seat, which is in Redwood City. There are several county service areas or special taxing districts which deal with such things as recreation, storm drains, schools, etc. The Sheriff's service is also a special county service area. This all means an additional property tax on property owners in the area. Although when describing the area they say there is very little commercial or industrial business, it is about five times the size of North Richmond in terms of its population and its shopping districts and retail stores. There are some apartments, but the majority of the houses are single family dwellings. It is probably 60% ownership and 40% rental. There is no public housing.

The County Board of Supervisors, by a resolution dated July 5, 1967, authorized the formation of an extra legal Municipal Adivsory Council to deal with all matters in East Palo Alto in which County government is involved. Therefore, every county department must bring before this five member elected Municipal Council, for their approval, plans affecting the area. The Council may also recommend action which they, themselves, instigate. Thus far the Board of Supervisors has approved all of their recommendations.

The County Board of Supervisors provides a $34,000 annual budget which supplies a professional from the county manager's office, secretarial help, a work-study sutdent, rent, necessary supplies, and expenses for the Municipal Council members. They are housed in rented

quarters in the East Palo Alto Municipal Center. They ask for and receive consultive serivces from all branches of county government.

The Sheriff's Services consist of an inadequate substation located in the Municipal Center. There is a Lieutenant who is the community relations officer and his secretary. In addition, there are 12 deputy sheriffs who provide patrol service to the area and have no other geographic responsibility. There is 24 hours coverage with 2, 3 or 4 deputies on patrol duty except from 8:00 a.m. to 10:00 a.m., when only one deputy is on patrol duty. These officers are still dispatched and supervised out of Central Headquarters in Redwood City. There is a request to modify this operation to the extent of a new quarters for the substation itself, placing the Lieutenant in charge of all duty officers at the substation and to add one more community relations officer.

The budget costs are divided as follows: 100% of the salary, equipment and supplies for three men are paid for by the county. The other nine patrol officers plus the community relations officer and his clerk-steno were added when the county service area was created and the citizens, through property tax, pay 50% of the costs with the county paying the other 50% of the costs. The county in fact, is paying 60% of the total sheriff's service to East Palo Alto because they assume full cost of the three men, plus all overtime costs and other extras that come up from time to time on the other nine officers. The cost of the proposed modification would be divided in the same 50-50 manner and would mean an additional property tax increase. The county's sheriff's service area was created in 1964, at a cost of 25¢ per $100.00 assessed valuation. In 1965-66, they had a composite tax rate of $8.8052.

C. Analysis

The sheriff's substation operation in Marin City appears to be better than the one in East Palo Alto. This is true from both a service and a cost approach. In Marin City, it is much more like having an independent police department, since it does its own dispatching, has a Lieutenant

with supervisory responsibility right on the spot, and has its own facilities. All of this should tend to make the officers more a part of the area they serve. It should also open the door to the development of entry-level career positions for hiring persons from the area.

The cost advantage is obvious since it is supported by the General County Budget without additional property tax charges for residents in the area.

On the other hand, East Palo Alto has a much better situation in relation to its Municipal Advisory Council. This seems to give the majority of the people in the area a real voice in government affairs affecting their lives and where they live at no additional tax cost to them. Such a council offers all sorts of possibilities to the area including the ability to be a sponsoring agent for a Citizens' Police Patrol in time of trouble or otherwise.

E. PROBLEMS AND ANALYSIS

In the Model Neighborhood Area some problems and complaints about the total criminal and delinquency justice system have been identified. These problems and complaints differ very little from those reports in the President's 1968 National Advisory Commission Report on Civil Disorders and his 1967 Commission on Law Enforcement and the Administration of Justice.

It might be noted that the civil disturbances in Richmond have also followed a nation-wide pattern. The April 1968 disturbance was triggered by a police shooting of a youth while earlier incidents involved schools, police, and young Black men.

One of the most important findings in the Richmond Model Neighborhood Area is the widespread general feeling that the Justice System as a whole is feared and distrusted. It does not, nor does it seem to really intend to, offer protection, justice or rehabilitation to citizens in the target area.

In the community expression of this feeling, two factors become obvious. First, there is a general knowledge and understanding on the part of the people about the highly visible law enforcement segment of the criminal and

delinquency justice system. Law enforcement's behavior and attitudes which are felt to be negative and hostile, are of a deep and immediate concern. The second factor is that the rest of the criminal and delinquency justice system is less well understood by the citizens. Any understanding whatsoever frequently depends on specific involvement with one of the departments of the system.

The lack or limited understanding on the part of the large majority of the citizens in the Model Neighborhood Area along with more urgent concerns such as housing, employment, education, etc., result in a less immediate push for improvement in the courts, probation, etc. In the following pages specific problems are discussed under the appropriate department.

1. Law Enforcement -- Richmond Police Department And Contra Costa County Sheriff

Viewed from any approach, the key departments in the juvenile and criminal justice system are the law enforcement department, police and the sheriff. They are the first contact whether it is for protection of the community or apprehension of an offender; they are the single largest screening agency in the system and they are the most visible to the community. Their high visibility makes them vulnerable and thus, the service they provide, their general behavior and attitudes are of key importance to the welfare of the community.

The general reaction of citizens in the Model Neighborhood Area towards the police is one of dislike, fear and mistrust. Their policies, programs and training are viewed with skepticism. To the citizens, law enforcement appears to be directed towards repression and their skills expanded only in developing expertise in arrest and prosecution duties. There is no feeling that the police in any way try to offer protection to the citizens in the community, and there is a strong feeling that they do not desire to understand the problems of the poor, to learn the background of racial minorities, or to deal with racial prejudice in their own staff.

Police, on the other hand, feel picked on, disliked, and generally misunderstood. They feel they are blamed for feelings, attitudes, and lack of opportunities to

to local citizens which are not their fault. They express the feeling that their job is to maintain law and order while dealing in an impersonal manner with people. They are not supposed to become involved in social work or social attitudes. On the whole, they appear to be highly defensive.

It can safely be said that a rather vicious circle of dislike, distrust, and defensiveness has been developed and is becoming ever more set in its patterns.

The police service provided by the Sheriff's Department in the County portion of North Richmond is felt to be totally inadequate and the people reflect many of the same feelings about the Sheriff as was indicated in the above discussion about the Richmond Police Department.

2. Correctional Rehabilitation Departments: County Probation Department, California Youth Authority, And Department of Corrections

The citizens have a very limited knowledge about these departments and their general attitude towards them is indifferent or negative. However, even among the indifferent, probation officers and parole agents are viewed not as helping persons, but as authority figures who snoop into someone's life and get a person locked up or in other trouble if people don't obey them.

Below are some of the problems raised by citizens in the MNA, some with considerable knowledge.

1. No probation or parole officers are in the area for easy contact when help is needed or just to ask questions of.

2. If something happens after 5:00 p.m. or on weekends, one just has to wait until the next morning or the next Monday.

3. Too many Parole or Probation Officers may be dealing with the same family to the confusion of all.

4. No real help is offered around practical needs such as a place to live, employment, school, family problems, transportation, etc.

5. Probation and Parole Officers are not enough involved in the community to really understand the needs of the client or for the community to really understand what their job is all about.

6. Detention practices are used too frequently and in an arbitrary manner.

7. Living resources in the Model Neighborhood Area for adult and juvenile offenders are insufficient, i.e., living arrangments for such persons if they can't stay in their own home or have no home or if temporary housing is needed.

8. These departments have not developed new entry level positions for which low income persons in the community can qualify.

9. There is concern about the difficulty a person with an arrest or conviction record has when trying to find employment. This hardship is faced both in private business and government. Even if the employment application does not ask for such information, when a follow-up investigation reveals such a record, the job is often closed to the person.

10. It automatically stigmatizes dependent and neglected children to be part of the probation department's responsibility. Most of the public see probation as dealing with the delinquent and criminal problems of society. Children who have done nothing should not be pushed into a relationship with departments whose primary function includes protecting society from criminal and delinquent acts of youth and adult offenders committed to them.

11. There is little involvement by correctional rehabilitation departments in community affairs or vice versa.

The Departments, especially Probation, generally agree they need more contact with the community. It would enable them to provide more realistic services and to better explain their job to the community. Following the Probation Department's experience in using Probation Aides in new career positions under the Richmond Community Development Demonstration Project, they wanted to continue these new careerists on a permanent basis. They have submitted requests to the County Board of Supervisiors, but have thus far been turned down.

Each of the departments feel that, except in the specialized intensive caseload programs, caseloads are too high to allow them to get really involved in the problems of the youth and adults assigned to them.

3. Courts and Attorneys

The Courts, prosecuting and defense attorneys are an area in which the community is, at this time, not really ready to move at all and has an extremely limited understanding of the problems or how the operations might be improved. Knowledge in this area will be increased by the requested in depth study.

Some obvious problems involve the availability of legal counsel. It is probable a fair percentage do not recognize when a matter is a legal problem and that they need an attorney. But even where it is understood, the chances of most of them obtaining an attorney are slim. The legal services foundation and the Public Defender simply have not the staff and money to take care of all who qualify. In addition, not all the citizens in the Model Neighborhood Area are poor enough to qualify for those services. Yet they are by no means financially able to afford the usual fees of private attorneys.

4. County Portion of North Richmond

The County portion of North Richmond suffers with the same problems regarding the services just discussed as do citizens of the City of Richmond, and the people voice the same type of worries and complaints.

The added problem is that being a very small segment of the County -- the governing body and Departments are simply not very responsive to their needs. The citizens do not seem particularly interested in turning to the City of Richmond, because they do not view the city services in the Model Neighborhood Area as any great thing. For example, the Richmond Police Department is viewed as negatively as the Sheriff's Department.

As can be seen, many of the problems identified here are based on feelings and attitudes. While feelings and attitudes do not necessarily make something true or false, they are themselves hard nosed facts which definitely affect the success or failure of program operations and must be dealt with. To the degree that these feelings reflect program truth or falsity, it is even more necessary to deal with them.

At this point we know most programs which exist in the various departments that make up the system. But we do not know who receives the benefits of such programs or whether they are indeed beneficial and effective. We do not know the degree of actual interrelatedness between the various parts of the system or the probable effect of whatever the degree of interrelatedness. Due to staff limitations, we have not been able to gather the detailed statistical and program information necessary to enable the community to make the broad gauged type of recommended program changes which would help to insure an effective and fair justice system.

We do know there is widespread fear and distrust, especially towards law enforcement, but it also includes the rest of the system and the general feeling that law and justice as they now exist are not meant for the poor and the minority member citizen. We know that there must be major changes in the various services and the methods they use. These departments cannot continue planning policy, program and procedures in a vacuum with a dull, strict interpretation of the letter of the law under which they were created. They must begin to consider the spirit of the law and open the door of planning to the citizen. In the Ricmond Model Cities Program the Citizens want to have the knowledge

the requested study can produce to help them make effective positive recommendations. The citizens are tired of being told they don't understand a particular department's role, operations and limitations; the citizens know enough now to have a healthy distrust of the justice system.

SECTION 10.2: GOALS AND PROGRAM APPROACHES

OVERALL OBJECTIVE

IMPROVE THE QUALITY OF SERVICES PROVIDED BY THE POLICE AND SHERIFF, THE COURTS, CORRECTIONAL AGENCIES, AND AVAILABLE LEGAL COUNSEL TO INSURE THAT THE POOR AND MEMBERS OF MINORITY GROUPS RECEIVE PROTECTION, TREATMENT AND JUSTICE EQUAL TO THAT RECEIVED BY THE NON-POOR AND THE WHITE CITIZENS.

We have chosen to approach the problems of crime and delinquency in the Model Neighborhood Area (MNA) from the standpoint of eliminating the basic causes of crime and how the involved departments and services behave towards the citizens in general and treat persons specifically caught up in a given department. We are not primarily interested in improved techniques of suppression, detection, prosecution, arrest, lock-up and sentencing procedures. Instead, we feel the treatment and justice accorded citizens in general, the degree of justice provided to an accused, the nature of rehabilitation programs and fair play directed at offenders, and the general socio-economic climate are the matters which most affect the crime and delinquency activity in the Model Neighborhood Area.

A. GOAL: TO ELIMINATE THE UNEVEN APPLICATION OF LAWS, ADMINISTRATIVE PROCEDURES, AND PROTECTION BETWEEN THE POOR AND THE NON-POOR, MINORITY PERSONS AND WHITE CITIZENS.

1. Make An Indepth Study of the Total Criminal and Delinquency Justice System.

The effectiveness of the criminal and delinquency justice system directly affects the degree of protection for the citizens in the community, the success or failure of efforts to rehabilitate juvenile and adult offenders, and the degree of understanding and support of the system by the citizens in the community.

In order to really know its effectiveness, the treatment accorded citizens in general, the degree of justice, and the nature of rehabilitation programs and fair play provided those arrested and convicted, a thorough examination of the criminal and delinquency justice system is necessary. This system includes law enforcement, the courts, prosecuting and defense attorneys, correctional rehabilitation departments (County Probation Department, State Youth Authority, and Department of Corrections), citizen action and prevention efforts. In addition, the

availability of public or private legal counsel for use in civil law actions and protection must be included in the study. A lack of ability to be able, through legal counsel, to protect themselves in non-criminal legal matters, which amounts to unfair treatment, increases a citizen's distrust of the system of law and justice.

The manner in which law enforcement departments and other related organizations behave towards the citizens and the attitude expressed by the departments tend to have very deep effects on the citizens of the community and their belief in their ability to improve their lives.

An indepth detailed study of the system is necessary in order to fill the gap in our program and statistical information. Such a study should help the various segments of the justice system to learn more about the interaction of their services with the community. Further, it will open another channel of communication between the citizens and the departments and services making up the system which will hopefully lead to a mutual learning experience which can begin to break down the mutual dislike, distrust, and defensiveness.

While the study is in progress, there are some immediate program changes in various sections of the criminal and delinquency justice system which would help to alleviate some of the problems and complaints, start to improve programs and would not interfere with the study recommendations.

2. Increase the Use of the Practice of Release on Own Recognizance.

This Program is Described Under Section 10.1A, Page ___.

Without such programs, some persons are held in jail until their court date simply because they cannot afford to pay the necessary bail money. That can result in loss of one's job and increase the family's need for help from other agencies. To eliminate unnecessary time spent in jail can also have a great effect on increasing the confidence and trust in the justice system of the poor and minority group members in the Model Neighborhood Area.

availability of public or private legal counsel for use in civil law actions and protection must be included in the study. A lack of ability to be able, through legal counsel, to protect themselves in non-criminal legal matters, which amounts to unfair treatment, increases a citizen's distrust of the system of law and justice.

The manner in which law enforcement departments and other related organizations behave towards the citizens and the attitude expressed by the departments tend to have very deep effects on the citizens of the community and their belief in their ability to improve their lives.

An indepth detailed study of the system is necessary in order to fill the gap in our program and statistical information. Such a study should help the various segments of the justice system to learn more about the interaction of their services with the community. Further, it will open another channel of communication between the citizens and the departments and services making up the system which will hopefully lead to a mutual learning experience which can begin to break down the mutual dislike, distrust, and defensiveness.

While the study is in progress, there are some immediate program changes in various sections of the criminal and delinquency justice system which would help to alleviate some of the problems and complaints, start to improve programs and would not interfere with the study recommendations.

2. Increase the Use of the Practice of Release on Own Recognizance.

This Program is Described Under Section 10.1B, Page ___.

Without such programs, some persons are held in jail until their court date simply because they cannot afford to pay the necessary bail money. That can result in loss of one's job and increase the family's need for help from other agencies. To eliminate unnecessary time spent in jail can also have a great effect on increasing the confidence and trust in the justice system of the poor and minority group members in the Model Neighborhood area.

B. GOAL: TO REDIRECT LAW ENFORCEMENT INTO A TRUE COMMUNITY SERVICE ROLE

1. Clarify the Purpose of and Expand the Service of the Police Community Relations Unit -- Locate an Office in the Model Neighborhood Area.

The existing Human Relations Section of the Police Department should be enlarged and given more authority. The importance of this unit should be made at least equal, in the eyes of all police staff as other units and jobs in the department. An office should be located in the Model Neighborhood Area. To succeed, there must be strong administrative support for the unit and its operations from the Chief of Police. A lieutenant or a sargeant should be placed in charge. A patrolman and two police community relations aides would be assigned to each area of the Model Neighborhood Area. This calls for an increase in staff amounting to two police officers and two Police Community Relations Aides.

The office should be informal in operation and easily accessible to the public. Staff should also be free to float in the area and become involved in local community action projects, intelligence activities should not be required of staff. The office could also be available as a drop-by station to the regular patrol officers in the area. Efforts should be made to keep the same officers in the area long enough to become well acquainted with citizens in the area. With this kind of support, the community relations unit could form citizen-police discussion groups which could lead to better relationships between the citizens and police in the area.

2. Establish a Police Citizens Model Neighborhood Area Advisory Board -- Serviced by the Police Community Relations Unit.

A Police Citizens Model Neighborhood Area Advisory Council should be established. Membership should include representatives from each section of the Model Neighborhood Area. It could have both youth and adult members. Staff service should be provided by the Richmond Police Department, and it must receive active support from the Chief. Such a Council could serve to open important two way communications.

First, the Police Department would open its door to allow citizen participation leading to joint discussion and planning regarding Police Department policies, program, and basic goals, or objectives. Secondly, the community would open its door to allow police to take a more aggressive leadership and supportive role in community education of police activities, community relations and crime prevention. In addition, this could become the vehicle for the police to be able to respond to the community concerning complaints of police misconduct.

3. Create a Citizens Observation Patrol in the MNA

A Police Observer Patrol could be established in the MNA. Citizens trusted by the local community could be supplied with a movie camera and tape recorder (and trained to use them) and assigned to ride in or follow police patrol cars in the ghetto. The Observer would be on the spot during police encounters with all minority people, documenting cases of unfair treatment if they occur or squashing rumors of brutality if such is not the case. It could open channels of communication between minority groups and whites by showing what it's like to live in a ghetto. It could also serve as an informal flexible program of citizen cooperation with police. Such activities and close contact could begin to establish mutual respect to overcome what is now distrust and dislike.

Projects such as the discussed above may be the vehicle through which advanced planning could be done to handle potential crisis situations. They could be prepared with emergency citizen patrols when appropriate, a rumor control center, etc. Such planning should include the community and community groups and stress the need to protect people as well as property and attempt to provide smooth protective and civil liberties procedures in emergencies.

4. Enlarge Police Inservice Training Program to Deal With Racial Prejudice, Prejudice Towards the Poor and the Balance Between Liberty and Order.

Police Inservice training of both new and regular police officer staff rom top administration through line officers needs to be increaded in amount and enlarged in scope. The content must include courses which will help develop the concept of a Police Department as a "community service agency." In addition, there must be courses dealing with the fears of ununderstood differences between

people. It is such vague fears of strangeness which feed prejudices based on racial difference and even prejudices concerning the poor. Such courses could include historic and cultural background material on the variety of ethnic groups who live in the MNA and encounter groups or some other form of face-to-face training. Also, a course on the effects of and practical problems resulting from poverty should be included. Such a course should include the type of practical information the police officer should have to be able to provide help to an inquiring citizen who is living in poverty. In addition, a course devoted to stressing the balance required between liberty and order in our form of government should be included.

C. GOAL: TO IMPROVE REHABILITATION PROGRAMS FOR PERSONS CAUGHT IN THE CRIMINAL AND DELINQUENCY JUSTICE SYSTEMS

1. Locate an Office in the Model Neighborhood Area Where Adult and Juvenile Probation and Parole Officers Will Be Housed Together and Convenient To the Families With Whom They Are Concerned.

A correctional rehabilitation center or office should be located in the target neighborhood. The center should house adult and juvenile probation and parole officers. The purposes of such a center would be several.

a. To place such officers in close contact with the community, not to keep closer watch on clients, but to improve relationships and understanding between officers and clients, the departments, and the community.

b. To allow the three departments to work out better coordination of programs. Housed together and living in such close contact, the three departments would begin to see for themselves how much unnecessary duplication of efforts goes on. It is highly probable they themselves would begin to make significant policy changes, recommend some changes in the law where necessary, and correlate action in relation to clients.

c. To increase the possibility of night and weekend coverage, allowing easy contact and access in emergencies for both the client and family or other department such as police.

2. Consolidate Probation and Parole Cases So that Officers Work Only With Cases in the Model Neighborhood Area.

3. Consolidate Caseloads so that Only One Officer, Parole or Probation, Works With One Family.

The purpose of both case consoldation by family (C 2) and by department (C 3) is to eliminate the excessive number of such officers working both in the Model Neighborhood Area and in any single family. At the present time Probation and Parole Officers work in too many geographic areas to feel a responsibility towards a particular neighborhood and its problems.

In addition, both are closely related to locating an office in the Model Neighborhood Area program (C1). It seems important that there should not be any mass movement of probation or parole officers into the Model Neighborhood Area. While the officers should become more visible to the citizens, the total number should be decreased by assigning officers only cases living in the area, and lessening the number of officers working in one family. Once the effective basic minimum professional staff is established, most staff increases should be made by developing entry-level positions for which local citizens qualify. It is equally important that these departments do not reduce their financial and other basic resources in this Area. Instead a reallocation of those resources is what is needed.

Secondly, in-depth program changes in relation to treatment activities should be few and very flexible until time has been provided for the community and probation and parole staff to get better acquainted in order to determine the realistic needs of the community in relation to these departments.

4. Establish a Guest House (Half-Way House)

Living resources for the youth and adults on probation or parole are not adequate within the Model Neighborhood Area. There is a need for half-way houses, which are discussed in another section. The two Programs which follow will also help increase the resources.

5. Find and Use More Foster Homes in the Model Neighborhood Area for Juveniles On Probation and Parole.

It might be possible to increase foster home payments

and contract for homes on a regular basis instead of as a child is placed there. Families with both or one parent only, who currently on public welfare roles or living just above the poverty level, could be recruited. Training programs for foster parents could be held. Having the child in the community near the family should allow more intensive work with the family and would provide more emergency homes for emergency situations rather than taking youngsters into custody.

6. Develop a Foster Grandparent Program for Juveniles on Probation and Parole.

A program halfway between a foster home and living at home should be developed. This program could utilize senior citizens in a foster grandparent role. This person could be available to the family or the agency during emergencies to care for and supervise the youngsters. These grandparents could be hired on a contract basis.

7. Change Employer's Attitudes Concerning Police Records of Potential Employees.

8. Change Law Enforcement Departments Reporting Procedure to Employers Requesting Police Records.

These two program approaches are extremely important as current laws, procedures and attitudes lessen the opportunity for a person with a police record of any kind, no matter how minor, to get a job. This frequently inhibits the successful rehabilitation of an offender and unjustly penalizes a truly rehabilitated offender.

On arrest records, every effort should be made to include follow-up dispositional information. This would include records kept at the local level, the State by the C.I.I. and the Federal Government by the F.B.I. A record of only arrest information is unfair, because the charge may have been dismissed, and even if charged, the person may have been found innocent.

The program will be developed in the employment committee with this committee's cooperation. The study should help to identify some of the legal problems.

9. Support the Expansion of Existing Rehabilitation Programs Which Appear Benefical.

Several rehabilitative efforts are now carried on which

we feel should be supported and expanded, for example, the work furlough program carried on by the Sheriff's Department. Under the program, if the problem of transportation can be met, certain inmates may be released to go to work during the day, returning to custody at night and on weekends. Counselling programs for people while they are in custody also need to be expanded.

Parental responsibility for youngsters who have gotten into trouble needs to be stressed. In some cases, the home situation is obviously never going to be able to provide a proper setting for a child or youth and programs such as we discussed under foster homes need to be expanded. In other cases, intensive group work with parents can make the difference. Programs of this nature need to be expanded.

D. GOAL: TO MOVE ON A BROAD FRONT TO PREVENT DELINQUENCY AND CRIME BEFORE SERIOUS TROUBLE WITH THE LAW OCCURS.

One of the most effective ways of dealing with crime and delinquency is by programs which tend to prevent criminal and anti-social behavior in the first instance. From the standpoint of delinquency prevention, every program area in the Model Cities Project is important, directly related to and will probably have an effect on reducing crime and delinquency in the Model Neighborhood Area. This would include programs dealing with improved housing, education, employment opportunities, neighborhood beautification, health, welfare programs, etc. These are the types of massive community action which the President's "Commission on Law Enforcement and the Administration of Justice" supported, as did the President's "Commission on Civil Disorders."

In addition there are certain program approaches being developed, either in this committee or in cooperation with some other committee which deal directly with Crime and Delinquency Prevention. They are planned to provide services before it becomes so serious as to require plugging adults and juveniles into the Criminal and Delinquency Justice System.

1. Establish a Learning Diagnostic Center

A prevention program directed at identifying children with problems as early as nursery school, kindergarten, first and second grades is proposed. This program is closely related to education and mental health as well as to delinquency prevention. The problem identification would be done through a Learning Diagnostic Center to be operated with mental health funds. Diagnostic services

would be available to teachers, to school administration or to parents. By placing emphasis for referral on obstacles to learning, no stigma would be attached to use of the Center as it might be if the emphasis were to be on behavior. It is hoped that this will encourage parents, teachers and children to use such a center effectively. Obviously, direct services as well as diagnosis will be needed in some cases. Therefore, the center would work in cooperation with other projects such as the Youth Services Bureau and the School-Based Family Health Project to find or provide direct services as needed. The details of the Program will be developed in the Health and Education Committees. But part of the program includes the knowledge that teachers can, in those earlier age groups, identify children with problems and that without services many, if not the majority, grow into problem children.

2. Transfer Dependent and Neglected Children's Cases From The Jurisdiction of the Probation Department to a Greatly Expanded Children's Protective Services Unit in the Social Service Department.

A second program change should be undertaken during the first year which affects both the Department of Public Welfare and Social Services and the Probation Department. Dependent and neglected children should be removed from control of the probation department. It authomatically stigmatizes such children by virture of the fact that most of the public sees probation as dealing with the delinquent and criminal problems of society. Such children should not be lumped into a system whose philosophies and goals include protecting society from criminal and delinquent acts.

This could be changed by placing the responsibility under a child welfare services division with a greatly expanded protective services section. Such an operation could deal with the child and the family both before and after the need for court action. Problems of child neglect, abandonment, battery, and other similar circumstances can be handled more sensitively and humanely when using a different philosophical base and before the now obvious threat of force comes into play.

3. Establish a Youth Services Bureau.

Once a youth component is fully developed within the existing Richmond Model City Administrative structure, this program would be one of its major concerns.

A Youth Services Bureau or program should be developed which combines activities in the coordination of services, indirect and direct service. The indirect service would include a Youth Services Board capable of dealing with independent departments and programs whose services for youth and children are failing to meet the real needs. Direct services might include counselling around personal or family problems, psychiatric treatment, if necessary, help with school or employment problems, etc.

This program would be directed to all youth in the Model Neighborhood Area and available where appropriate, to any Richmond area youth who seeks service. Youth could come on a voluntary basis. There could be an aggressive out-reach effort. Referrals must be accepted.

Of special importance, it would be the place of first referral and follow-up service for youngsters who are now referred to the probation department for lack of any place else. The majority of these youngsters are not placed on informal probation or made wards of the court and classified as youngsters with "delinquent tendencies." The purpose would be to keep as many such youngsters as possible from becoming a part of the stigmatizing, delinquent system.

4. Expand the Use of Citations in Lieu of Arrest and Detention for Juveniles.

The Richmond Police Department and the County Sheriff currently use a citation system. When a youngster is picked up by them, if in their opinion the circumstances warrant it and the parents can be located, the youngster will be released to the parents and asked to discuss the problem at a certain time with the Probation Officer. The citation record does not appear as an arrest, and the youngster is not taken to Juvenile Hall by the Police. Efforts should be made to encourage the police and sheriff to use citations more frequently and to establish less subjective criteria. In addition, when the youth service bureau comes into existence, that should be the place to which they are referred instead of the Probation Department.

5. Develop Use of Citations in Lieu of Arrest and Detention for Adults.

On a very limited scale, where only a City Ordinance is involved, the Richmond Police use a citation for adults which is much the same as a traffic citation, in effect.

Consideration should be given to using a citation system in lieu of arrest for adults. A hearing of the adult citation could be done by the Probation Department or through the local Bar Association.

The purpose of such a system for adults would be the same as for juveniles; that is to avoid needless and harmful arrest records, to prevent the possible development of a criminal career by immediate effective counselling of a non-serious offender, and to protect the person who made a once-in-a-lifetime mistake or who through some accident got involved in trouble. The idea of helping such adults to remain productive, positive and contributing members of the community is as beneficial to our community as is preventing youth from becoming delinquents or criminals.

When arrest is absolutely necessary, maximum use of releasing arrested persons on their own recognizance while waiting their court hearing should be made.

E. GOAL: TO INCREASE THE RIGHT TO ASSIST IN PLANNING AND CONTROL OF COUNTY SERVICES, INCLUDING LAW ENFORCEMENT, BY THE CITIZEN LIVING IN THE COUNTY PORTION OF NORTH RICHMOND.

1. Help the Neighborhood Determine what Form of Citizens Advisory Council Can Be Most Effective in the County Portion of North Richmond.

North Richmond is an unincorporated county area making up part of the Model Neighborhood Area which has many of the same problems as those sections of the MNA included in the City of Richmond. However, because it is under the county government, it is important to find ways to encourage the county to improve its current services to the area and to give the citizens of North Richmond a truly representative voice in the planning of future activities by county government. This could be done in a variety of ways, one or two of which are suggested under Section 10.1D.

Presently the citizens of the county portion of North Richmond are currently involved in a series of meetings and discussions about possible directions they may wish to take. Richmond Model City's program approach is to assist them in developing their own program and to assist them in bringing such a program into existence, by providing comparative information, attending meetings, helping them acquire consultants, if desired, and in any other appropriate ways.

F. MISCELLANEOUS PROGRAM APPROACHES

There are two programs being developed more fully under the Social Services Committee in its program approach and strategy, which apply as well to the problems under discussion in this area. We have only briefly mentioned them in order to show that we recognize the broad program tie.

a. The development of an information and communication center in the Model Neighborhood Area to provide information about existing agencies and resources, and to help people find the appropriate place to resolve their particular problem.

b. The second is a development of a program of Citizen Advocates to assist the poor people who have grievances regarding their treatment by various agencies, such as welfare, public housing, schools, employment departments, business firms, the courts, probation, police, etc.

c. In addition, another section discusses a series of residential clubs which in some cases might eliminate the need for probation, but also might house some persons on probation.

G. SUMMARY:

Our goals and program approaches reflect our belief that crime and delinquency will be considerably reduced by the following:

1. Improving the socio-economic pattern of the citizens in the Model Neighborhood Area; consequently, the entire Richmond Model Cities Project addresses itself to this goal.

2. Modifying community and department attitudes and improving the manner in which services are delivered by each department and service which makes up the total Criminal and Delinquency Justice System.

   In order to effectively address ourselves to this second step we have stressed an indepth study of each department and service which is a part of the Criminal and Delinquency Justice System. In such a study it would be necessary to look at such things as the function and purpose of each department, the amount and representative make-up of the personnel, their staffing patterns, operations and procedures,

in-service training, interrelatedness of each of the departments and services, etc.

We believe the detection, apprehension and rehabilitation of criminals and delinquents can be greatly improved. The other program approaches recommended in this section also support this conclusion.

SECTION 10.3: PRIORITIES AND STRATEGIES

In this section, the scheduling, priorities and strategy will be discussed in relation to each program because, in some cases, the timing suggested for a program is part of strategy. In addition, there are at least two elements to "strategy" as used here: First, the strategy involved in getting a program operative, and secondly, the strategy of what problems a given program can help solve. It seems most appropriate, in order to avoid unnecessary duplication, to discuss all things about a given program in the same paragraphs.

A. IMMEDIATE PRIORITIES AND STRATEGIES

The two programs given the first priority face either fast approaching deadlines for funding applications or limited funds for grants, making for a tendency to give grants on a first-come-service basis. Thus, immediate action is necessary.

1. An Application Should Be Made for a Planning Grant to Study the Delinquency and Criminal Justice System as it Operates in the Model Neighborhood Area.

Technical assistance for developing the application can be requested from the U.S. Department of Health, Education and Welfare, University of California School of Criminology, the State of California correctional agencies, the National Council on Crime and Delinquency, or from a variety of other sources. These same sources would also be highly qualified to do the planning study itself and could utilize local citizens. The application should be developed immediately.

Such a study will, of necessity, include city, county, and state operations. It will definitely affect the entire City of Richmond and may well have beneficial effects county-wide with implications for improvement throughout the state.

A detailed study of the criminal and delinquency justice system will help to clarify the relationship between each of the departments and services which are part of the total system and to identify real and related problems which now obstruct fairplay, equal treatment and justice for everyone. It will also provide an additional channel of communication between the citizens in the Model Neighborhood Area and the departments involved.

In addition, a highly important factor in the operation of justice is the attitude towards each other of the various departments and services which make up the total criminal and delinquent justice system. While they are independent departments and services which represent different branches of our government, their total power and effect is awesome. Their behavior reflects some understanding of their independence, but very little of their combined force and effect.

2. Assist in Developing Proposal for a State Grant for a Youth Service Bureau.

This is one of a series of programs designed to prevent youngsters from needing to be arrested, taken to court, detained, and finally placed on probation or parole.

The Model Cities Citizens Board has approved our assistance to a planning committee under direction of the County Delinquency Prevention Commission. The application must be submitted by December 15th.

The California legislation, in S.B 892, establishes Youth Services Bureaus on an experimental basis. A total of $100,000 has been appropriated to be divided equally among four demonstration centers in the state. The County Delinquency Prevention Commission has approached the Richmond Model Cities Project with an aim toward establishing a Youth Services Bureau in the Model Neighborhood Area.

The Bureau, as provided for in the state legislation, is a skeleton organization and will need supplementary funds and/or donated services to provide adequate direct services.

While the Youth Service Coordinator, who heads the Bureau, must be a well-qualified individual as specified by the state, there should be provision, as soon as possible, for entry-level career positions in the Bureau for the purposes of hiring both youth and adults in the Model Neighborhood Area. They would especially be helpful in the out-reach programs and perhaps in developing job opportunities for youth. The Youth Bureau could, in fact, help develop a youth employment bureau patterned after a similar program in the Los Angeles area.

For this program's affect on reducing the number of youngsters now handled by the Probation Department, (see section 10.2, page____)

B. YEAR ONE PRIORITIES

1. Seek Cooperation of County Probation Department, State Youth Authority and the State Department of Corrections to:

   a. Establish a joint probation and parole office, housing both adult and juvenile officers.

   b. Assign officers to work only in the Model Neighborhood Area.

   c. Reduce the number of officers working with the same family.

   Massive program changes should not be recommended in this area until such time as the delinquent and criminal justice system have been studied. This is an area in which the citizens do not feel immediate and deep needs, nor is there anything but vague understanding of these departments. However, these are some program changes which could be made by the departments involved to increase the community's understanding and help relationships between the community and the rehabilitation departments.

   The joint probation and parole office would enable the development of effective channels of communication between the citizens in the Model Neighborhood Area and the departments, leading to a more realistic identification of problems.

   In addition, assignment of officers to cases only in the Model Neighborhood Area and the lessening of the number of officers working in the same family need only administrative decision. Housing these officers together will expose much of the falacy upon which the duplicity of effort is based. Then these administrative decisions should be easier to come by.

2. Develop An Enlarged Police Inservice Training Program.

3. Locate Police Community Relations Officers in the MNA.

4. Develop a Police Citizen Model Neighborhood Area Advisory Board.

5. Create a Citizens Observation Patrol for the Model Neighborhood Area.

In order to develop programs 2 to 5, close working cooperation will be necessary with the police, the sheriff, the citizens in the Model Neighborhood Area and the City Council.

Programs 3 to 5, and indirectly program 2, will help develop more effective communications between the citizens and the police. Such communication is no longer just a good idea; it is mandatory if the vicious circle of distrust and defensiveness is to be broken. Good communications leading to familiarity can break down vague fears of strangeness which feed prejudices based on race and economic differences. These prejudices are one of the core problems of the distrust and defensiveness.

The Richmond Police Department and the City Council should be given support for the continuance of their incentive training program. A large-scale continuous in-service training program dealing with all phases of police work can better be developed after the in-depth study is made. But it is obvious that courses which deal with the fear, the distrust, the defensiveness, and the prejudices are necessary now. A crash program should be developed now with the understanding that such in-service training will be done on a continuous basis.

This in-service training is a necessary part of helping the police to accept new programs and new ways of doing their job and to help form new attitudes.

6. Work with the Courts, Police, the Bar Association and Probation to Expand Use of the Release on Own Recognizance Program, to Develop a Citation System for Adults and Expansion of its Use for Juveniles.

7. Seek the Cooperation of the County Board of Supervisors, the Probation Department, and the County Social Welfare Department to Transfer Dependent and Neglected Children Cases to the Social Welfare Department.

Each of the above two programs represents one of a series of programs aimed at preventing youngsters and adults from needing to be arrested, locked up and processed through the courts and probation or parole.

Program 6 can prevent the developing of harmful arrest records in the first place. While program 7 can provide service in the earlier stages of family problems instead of waiting until serious trouble occurs. Even if serious trouble has developed, the people can be worked with and helped in a manner that does not almost automatically punish everyone involved.

8. Develop a Foster Grandparent Program in Cooperation with Probation.

9. Work with Law Enforcement and Intelligence Agencies to Stop the Release of Arrest Information to Employers When the Person Has Been Cleared or When There Was No Conviction.

10. Open and Operate First Guest House (Halfway House). (See appendix 10-1 for a detailed program proposal).

11. Work with the Social Service Committee to Push for the Development of More Foster Homes in the Model Neighborhood Area for Youngsters on Prabation or Parole.

Programs 8 to 11 are all geared to strengthen the rehabilitation resources and programs available in the Model Neighborhood Area. The purpose is to increase the chances of successful rehabilitation for persons caught in the criminal and delinquency justice system.

C. YEARS TWO THROUGHT FIVE

The major activities in these years will depend on recommendations coming from the In-depth Study of the Criminal and Delinquency Justice System, and on the progress made in establishing the various year one programs.

APPENDIX 10-1

PROPOSAL SUMMARY FOR TWO GUEST HOMES
IN
THE MODEL COMMUNITY FOR HOUSING MALE EX-FELLONS AND DELINQUENTS
BY
THE MODEL CITIES CITIZENS' SUBCOMMITTEE FOR HALFWAY HOUSES
FOR
COMMITTEE ON CRIME REDUCTION AND REHABILITATIVE SERVICES

NEED IN COMMUNITY

Residents of the Model Neighborhood Area have long felt that incarcerating minority youth and adult offenders for minor offenses and crimes against property is not the answer to their rehabilitation and only act as the enforcers in the Ghetto. We strongly feel that most offenders can and should be treated in the community and the establishment of Guest Homes would provide the courts, parole and probation with an alternative to sentencing or returning an. individual to jail.

Experts in the field of correctional rehabilitation have long agreed that individuals incarcerated for long periods of time in correctional institutions (County, State or Federal) are in need of more guidance and a semi-structured residental setting when he first returns to the community. During the past seven years, California Department of Corrections has worked and experimented with a number of local social service and other agencies in the use of half-way houses to help parolees bridge the gap from prison back to community life. As a direct result of this experience, several state supported facilities are presently in operation.

Rehabilitating agencies serving the model community have found it necessary to innovate or return their clients to residential settings that are obviously detrimental to their rehabilitation in the absence of a Guest House (half-way house) in the Model Neighborhood area. State parole (Youth and Adult), County probational (Youth and Adult) and local law enforcement agree that the establishment of Guest Homes is significant in developing a meaningful rehabilitation program in the model community. The Model Cities Citizens' Committee on Crime Reduction and Delinquency Prevention is aware of this need and propose the establishment of

two Guest Homes one serving the adult offenders the other serving the youthful offenders.

OBJECTIVE

In an efficient and economical manner to

1. Provide a stable placement at a time of crisis as an alternative to sentencing or returning to jail or prison.
2. Assist in an successful re-entry into the community by providing room, board, guidance and counselling.
3. Assist the individual to establish economic independency through regular employment, training, upgrading of job skills, etc.
4. Stimulate the individual to establish beneficial and satisfying social relationships as well as recreational and other leisure time outlets.
5. Assist the resident to overcome emotional dependency on narcotics and alcohol control delinquent behavior by experiences of achievement in the area of social relationships, employment and financial responsibilties.

PURPOSE OF PROGRAM

1. To provide those released from correctional institution with resience and supportive services in the community, to bridge the gap between institutionalization and freedom in the community.
2. Provide residence and supportive services for the probationer and delinquent who are in need of same.

PHYSICAL NEED

1. The Guest House should be a building located in a residential area that is capable of housing a minimum of ten and a maximum of fifteen people with or without conversion.

   Zoning requirements permit a Guest House or rooming house in a R 3 or commerical zone.

   a) Individual accommodation are perferred, however, no room should accommodate more than two people.

b) Kitchen and dining facilities to accommodate maximum occupancy.

2. The Guest House should be located in a suitable residential area near public transportation so as to enhance the mobility of the residents.

3. Two Guest Houses meeting the above standards will be opened initially to accommodate the youthful and adult male residents.

ADMINISTRATIVE NEEDS

1. A board of directors consisting of seven members will be established. Four board positions will be held by former inmates of a correctional institution (City, County, State or Federal).
    a. These people shall:
        1. Be demonstrating the ability and desire to make a satisfactory adjustment in the community.
        2. Have an expressed interest in helping his fellowman and actively pursuing same.
    b. The remaining three positions will represent the community at large. These persons will be:
        1. Experienced and knowledgable in the rehabilitation process and the problems of same.
        2. Actively involved and/or interested in related activities in the community over and above professional job requirements.
2. The board of directors will:
    a. Establish operating policies for both Guest Homes.
    b. Select managers for both guest Homes.
    c. Conduct regular scheduled audit.
    d. Establish budget.

e. Hold regular scheduled meetings with house managers in attendance.

f. Hold regular scheduled meetings with the Advisory Committee.

ADVISORY COMMITTEE

The advisory Committee shall form a cross section of the community representing the legal professiona, law enforcement churches, labor unions, business, education minority groups and citizen organizations. Primarily the committee is supportive in nature, giving assistance when requested or required. The members may actively participate in phases of the Guest House Program and work with individual residents or special interest groups.

STAFF NEEDS

(Guest House for Adults)

1. Manager
   a) Be a former inmate of a correctional institution and demonstrate the ability and desire to make a satisfactory adjustment to the community.
   b) Actively involved and/or interested in helping ex-felons and offenders assume a positive role in the community.
   c) Must possess potential for managing a rooming house with the maximum capacity of fifteen people.
   d) Must have ability to:
      1. Relate and communicate with agency personnel.
      2. Relate well with peers and community at large.
      3. Conduct house meetings.
      4. Supervise and coordinate all house activities.
      5. Coordinate paid staff and volunteer staff activities.

OTHER STAFF NEEDS

1. Two part-time cooks
    a. Preferable ex-felons
    b. Undergoing culinary art training through vocational rehabilitation or MDTA Programs.
2. Two Vista volunteers to organize and supervise programs in the house.
    a. Basic education
    b. Employment counselling, etc.
3. One building maintenance person
    a. Perferable ex-felons
    b. Undergoing traing for building maintenance through DVR or MDTA Program.
4. One Landscape Gardner
    a. Perferable ex-felons
    b. Undergoing training through DVR or MDTA Program
5. Other volunteers

MANAGER

(Guest house for youth)

1. Must have at least two years experience working with delinquent youth in a recognized rehabilitation program.
2. Should be vividly aware of ghetto culture - perferable a ghetto survivor who has maintained with the ghetto. However, is functioning within the framework of the establishment.
3. Must possess potention for managing a room house with a maximum capacity of 15 people.
4. Must have the ability to:
    a. Conduct house meetings

b. Supervise and coordinate all activities in the house.

c. Coordinate paid and volunteer staff activities.

d. Relate and communicate with agency personnel

e. Relate well with community at large.

OTHER STAFF

(Same as for Adult)

PROGRAM SERVICES

I. Community Groups

  A. Group to be held weekly
  B. All residents advised to participate
  C. Purpose of group will be to discuss problems relating to house operation.

    1. Individual duties
    2. Activities scheduled
    3. Areas deemed important by the residents

II. Employment Counselling and placement

  A. To be scheduled by house manager and/or staff utilizing.

    1. CEP
    2. CSES
    3. State Service Center
    4. Other resources

  B. Counselling will be provided on a group and individual basis.'

III. Recreation

  A. Staff should survey and utilize all appropriate recreational activities and facilities in the immediate area.
  B. Library, TV, quite games, phonograph, etc., should be available within the house.

IV. Group and/or individual counselling

- A. Will be made available within the house and conducted by:
    1. Staff
    2. Parole Agents
    3. Probation Officers
    4. Others
- B. Program will be voluntary and open to non-residents when feasible.

V. Education

- A. Staff will arrange for and assist resident in utilizing available programs in the community.
- B. On going tutoring programs within and without the house utilizing.
    1. Staff
    2. Volunteers
    3. Other resources

IMPLEMENTATION

1. A board of directors will be appointed by the Model Cities Citizens' Committee for Crime Reduction and Delinquency Prevention. The Board's first action will be to locate two homes meeting the above stated requirment and are available for long-term lease or sale.

    - A. The initial lease or purchase money to be provided by:
        1. Model Cities Program
        2. Contributions by County Probation
        3. State Parole Agency
        4. Other Resources.
    - B. If leased, necessary repair will be the responsibility of owner, however, needed conversion will be accomplished through:
        1. Contract
        2. Volunteer labor.

C. Furnishing will be purchased when necessary, however, the Advisory Board's ability to solicite donations should prove adequate.

2. On going operation expense

A. Both homes will be primarily utilized by clients of county probation and state parole (youth and adult) to insure an on going meaningful program/we will request that these agencies contract bed space in both homes.

Mr. Eugene Luttrell, Program Administrator for Crittenden Correctional Center, and a representative for the Northern California Half-way House Association, states that their statistics show that the average cost per person residing in a half-way house setting is $7.50 per day. Budget for each of the purposed Guest Home will be based on this figure.

B. Each resident not occupying bed space, contracted for by participating agencies will be required to pay room and board in the amount of $_______, upon acquiring gainful employment.

C. Other income resources

1. Advisory Board dues or membership
2. Contributions from church, business and citizen organizations in the community.

CHAPTER 11 PUBLIC FACILITIES

Page

SECTION 11.1 EXISTING CONDITIONS

A. INTRODUCTION: SCOPE OF COMMITTEE ASSIGNMENT 11-1

B. EXISTING CONDITIONS 11 2

1. Related Studies 11-2

2. Environmental Characteristics 11-3

3. Population Characteristics 11-4

4. Existing Facilities 11-4

SECTION 11.2 GOALS AND PROGRAM APPROACHES 11-8

A. OVERALL OBJECTIVE 11-8

B. GOALS 11-8

1. To Provide Community Outdoor and Indoor Living Space to Compensate for Private and Commericial Facilities Not Available In Low-Income Communities. 11-8

2. To Bring Neighborhood and District Parks and Recreation Facilities In The Model Neighborhood Area at Least to City-wide Standard within 5 years. 11-9

3. To Locate Regional Facilities In or Near the Model Neighborhood Area In Order to Enhance Model Neighborhood Pride to Reduce Isolation of Different Segments of the Community, Exploiting the Waterfront Asset of the Model Neighborhood location. 11-9

4. To Provide Cultural and Recreational Activities that Increase Community Pride and Raise Community Expectations. 11-9

5. To Minimize Disturbance and Danger to the Residents from through Traffic within the Neighborhoods. 11-9

Page

SECTION 11.2 GOALS AND PROGRAM APPROACHES (Contd.)

6. To Reduce Existing Barriers and Avoid the Construction of New Barriers which Separate Parts of the Model Neighborhood and which Separate the Model Neighborhood Area from Other Parts of the City. 11-10

7. To Make the Model Neighborhood Area Attractive Looking. 11-10

C. SPECIFIC RECOMMENDATIONS TO IMPLEMENT GOALS 11-10

1. Community Buildings 11-10

2. Community Outdoor Space 11-12

3. Neighborhood Parks and Playgrounds 11-13

4. Regional Facilities 11-15

5. Cultural Activities 11-16

6. Improvement of Appearance 11-17

7. Traffic 11-19

SECTION 11.3 STRATEGY AND PRIORITIES 11-20

A. THE OVERALL STRATEGY 11-20

B. TIMING AND PRIORITIES 11-20

C. DETAILED PROGRAMS PROPOSALS 11-20

APPENDIX I: CHILDREN'S MUSEUM AND TOY LENDING LIBRARY 11-23

A. Project Description 11-23

B. Program Operation 11-26

APPENDIX 2: PARKS - OPEN SPACE

Report of The Center for Environmental Design, Planning and Development (Bound Separately)

PUBLIC FACILITIES IN THE MODEL NEIGHBORHOOD AREA

A. INTRODUCTION: SCOPE OF COMMITTEE ASSIGNMENT

The scope and nature of the material handled by the Model Cities Public Facilities Committee is such that there is much interlocking with the recommendations of other committees.

This committee has been dealing with:

All public open space, such as parks, playgrounds, tot lots, etc.

All public buildings such as community buildings, libraries, museums, auditoriums, etc. and the recreational and cultural activities which are or might be carried on with them.

The general appearance of the physical envoronment with, however, an understanding that specific action might be the concern of the Committee on Physical Improvements or Housing.

Traffic problems have been studied in this committee as well as in the Physical Improvements Committee. Recommendations regarding traffic are included in this report.

Generally speaking then, the concerns of this committee have been closely related to those of the Richmond Park and Recreation Department, the Library Departments of the City of Richmond and Contra Costa County and the East Bay Regional Parks District, a two-county limited purpose agency which builds and operates regional parks. City, County and State Highway Departments are involved where traffic is concerned.

There is some overlapping with the Education Committee and Health Committee regarding their existing facilities and future plans, and with the Social Services Committee since some services might be based in community centers (i.e., Neighborhood facility buildings).

The problem of public transportation is assigned to this committee. However, it has been impossible to get far into this matter during this first planning year.

The need for an immediate jitney or mini-bus service to health facilities was indicated in the health proposal. As soon as possible, the Public Facilities Committee will explore the desirability of tieing in other transportation needs to the special health transportation needs. Further public transportation studies will be made during the first-year operating period.

B. EXISTING CONDITIONS

The review of existing conditions has included:

(1) A review of current plans and programs of the operating departments.

(2) A look at the area to define its environmental characteristics and its general appearance.

(3) Population characteristics as related to facilities and activities.

(4) A review of existing facilities.

1. Related Studies

a. City Studies: Several studies of parks, playgrounds and recreational needs and city-wide standards have been undertaken by the City Planning Department and City Parks and Recreation Departments over a period of years and are incorporated into the City's general plan.

In 1967, the City tried to get a bond issue passed and established a 10 million dollar budget of work recommended to proceed within about 5 years provided the bond issue passed. The bond issue recognized priorities and preferences and attempted an equitable distribution of needed facilities. When the bond issue failed, the parks and recreation department proposed an even more stripped down capital improvements program totalling around $5,000,000. The 10 million dollar proposal represents what the city officials and citizens hoped was an equitable and modest plan to bring Richmond's parks up to modern standards.

b. Model Cities Studies: The Center for Environmental Design was employed to review plans and proposals relating to the parks and open space needs of the Model Neighborhood residents. Their study (a copy of which is appended as a part of the Public Facilities report) includes a review of existing conditions and recommendations.

2. Environmental Characteristics

The most important natural features of the Model Neighborhood are:

(a) Its topography, flat land with backdrop of hills and bay;

(b) Its nearness to the waterfront, including the two channels of San Francisco Bay on the South Side; San Pablo Bay (a part of San Francisco Bay) at North Richmond, and the beaches at Point Richmond and Point Molate.

(c) Wildcat Creek traversing North Richmond and tieing Tilden Park (a major regional park in the Berkeley-Oakland Hills) to the Bay.

(d) Hills nearby affecting appearance and climate.

The most significant man-made features are as follows:

(a) Railroad tracks crossing or bounding neighborhoods.

(b) Bay Area Rapid Transit at one side with station locations of potential importance.

(c) The Central Business District location within the Model Neighborhood Area.

(d) The major industrial complex including Standard Oil and the Inner Harbor with shipyards and other industrial plants adjacent to the Model Neighborhood Area.

The area is characterized by a conventional gridiron pattern of streets laid out generally in the early part of the century. Lots are small, with a fair number of 25 foot lots, although the legal buildable lot width for new lots is 50 feet. Most of the houses are one-

story, single-family homes with a scattering of multiple dwellings. A general lack of landscaping, an over abundance of telephone poles and overhead wires and a relatively large number of unkempt vacant lots gives the area a bleak appearance. The railroad tracks slicing up the neighborhoods add to the neglected effect. Through traffic bisects some of the residential neighborhoods, although the overall traffic volume is not excessive.

3. Population Characteristics

The population characteristics most affecting recreation needs relate to poverty, family composition, age and race. For instance, play space in and around the dwelling is deficient in many homes in the Model Neighborhood Area. Parents are reluctant to have children out of calling distance so that "on-the-block" play space is needed -- quite aside from need for regular parks and playgrounds.

The low income and the fact that most of the residents are Black or Brown, severely restricts their use of existing commercial recreational facilities in the Bay Area. For instance, young adults in the suburbs live in apartment houses whose swimming pools act as gathering places. There are no similar apartments in the Model Neighborhood Area. Discrimination decreases the free movement to commercial facilities. Lack of money is often an even greater barrier.

Problems of access to recreation occur not only because of income but also because of age. There is a concentration of large families with many young children and of elderly people in the Model Neighborhood Area. These age groups need recreation activities near home and generally have more free time than those in school or of working age.

4. Existing Facilities

Existing facilities in the Model Neighborhood Area are shown on the land use map. The following outline lists the most important public facilities in each neighborhood. Many are pitifully small. Some are undeveloped. Others are old and shabby.

(a) North Richmond

(1) Community Rooms or Buildings
Shields Park Building: To be replaced: Model Cities Program already involved in helping to plan replacement.

(2) Parks, Playgrounds and Tot Lots
Shields Park: Needs expansion and remodelling; plans being developed. Baseball diamond at Hensley Park: Temporary until Redevelopment Agency needs the land.

Tot lot at Jade Street Housing Authority Building. New vest pocket parks being developed by Neighborhood group along Wildcat Creek: - temporary facilities built by volunteers (HUD beautification funds will be made available if matched by community.)

(3) Library: Bookmobile only at present -- library being planned for new Shields Park Building.

(b) Iron Triangle

(1) Community Rooms or Buildings
Basement Room in 4th Street Library.
Meeting Room in State Service Center
Teen Town: To be relocated in temporary quarters from building next to Barrett Street underpass.
Senior Citizens Drop-In Center at Hacienda.
Senior Citizen Center was operated at 12th Street and Nevin Avenue until the Redevelopment Agency took over the building.
Memorial Hall -- used primarily by Veterans groups.

(2) Parks, Playgrounds and Tot Lots

Stewart Playground
Lucas Park
Elm Street Tot Lot
Memorial Park (in redevelopment area): Remodelling scheduled in Redevelopment plan.

(3) Library Facilities

4th Street Library: basement only for children.
Library at Service Center.

(4) Other

Firehouse at 5th Street near Bissell Avenue, proposed for relocation.
Museum manned by volunteers and not often open.

(c) Southside

(1) Community Rooms or Buildings
Martin Luther King Recreation Center:
Modulux building at Easter Hill for pre-school activities available occassionally for community use.

(2) Parks, Playgrounds and Tot Lots

Martin Luther King Memorial Park; only partly developed at present.
Tot Lot at Maine.
Temporary park at 5th Street and Virginia

(3) Library

Bookmobile only

(d) Non-Public Facilities

In addition to the public facilities listed above, there is some meeting space and space to conduct clinics, adult education classes etc., at Neighborhood House buildings in North Richmond and in the rented quarters of the Southside Center in the Southside. There is also a Boys Club in the Southside. All three communities have a large number of churches, some of which have community space.

There are few private gathering places, clubs, social halls, etc., for use of the Model Neighborhood Area residents although some halls used by other groups are located in the downtown commercial area. Standard Oil has a major recreational facility on its property near the Model Neighborhood Area for the use of its employees. There are some boating

facilities adjacent to Cutting Boulevard. There is no movie house in Richmond and, in general, commercial recreation facilities appear scarce in proportion to the population.

(e) Nearby City-wide and Regional Facilities

City-wide facilities near the Model Neighborhood Area include:

(1) The Plunge: Swimming pool at Point Richmond

(2) Kellers Beach, Point Richmond

(3) Point Molate Beach -- adjacent to Iron Triangle but accessible only by freeway (private car)

(4) Nicholl Park: across one or more railroad tracks but within biking distance for some Southside and Iron Triangle youngsters and easily accessible by car or public transit.

Regional facilities do not exist near the Model Neighborhood Area but Brook Island and Angel Island, accessible only by boat, are not far away. It would be possible to locate boat access to these parks adjacent to the Model Neighborhood Area.

SECTION 11.2 GOALS AND PROGRAM APPROACHES

A. OVERALL OBJECTIVE

The overall objective of the Public Facilities Program is to provide all the park, recreation and cultural facilities necessary for a well-rounded neighborhood and to involve residents fully in the development of these facilities.

In the development of community facilities a great deal of stress is laid on providing space for the many kinds of activities which enhance a neighborhood -- some of which may have historically been privately developed in other times or for other income groups.

Facilities directly related to specific services which can be paid for as a part of the operation of the service -- a building for a child care center, a health clinic, regular school classrooms, etc., - are discussed in relation to the specific operating programs. In general, because of the scarcity of community space for cultural and recreational activities space which can be built commercially and paid for as an operating expense has been included in the specific project rather than included in public facilities construction. On the other hand, the possibility of opportunities for multiple use and enrichment by cross-fertilization of programs has been kept in mind throughout our program development.

B. GOALS

1. To Provide Community Outdoor and Indoor Living Space to Compensate for Private and Commercial Facilities Not Available in Low-Income Communities

   A variety of neighborhood and community buildings should be provided so that each neighborhood has sufficient space for all sorts of recreational, cultural, educational, health and social services. Flexibility and variety should be stressed. However, it is suggested that, wherever possible, design should provide space for study halls and/or adult education classes and that all buildings have facilities for short-term child-care (Kiddy Korral type).

Tot lots and mini-parks, etc., should be provided as temporary facilities or vacant lots; all new group housing should include child and adult oriented community outdoor space. Plans developed for beautification and housing rehabilitation should include permanent outdoor space accessory to the dwellings.

2. To Bring Neighborhood and District Parks and Recreation Facilities in Model Neighborhood area at Least to City-Wide Standard within 5 Years

   Using the City General Plan and proposals developed for the parks bond issue as a guide; acquire lands, develop vacant land and refurbish existing parks and buildings as needed.

3. To Locate Regional Facilities in or Near the Model Neighborhood Area in Order to Enhance Model Neighborhood Pride to Reduce Isloation of Different Segments of the Community, Exploiting the Waterfront Assest of the Model Neighborhood Location

   Endorse and publicly support proposals that will benefit the Model Neighborhood area. Participate in planning programs. Help obtain government funds and help seek private funds where appropriate.

4. To Provide Cultural and Recreational Activities that Increase Community Pride and Raise Community Expectations

   Stress activities and approaches especially pertinent to Neighborhood cultural interests and activities pertinent to improving future economic position of neighborhood residents. As a goal, remodel aesthetically or historically significant public buildings and replace all others with high-quality new buildings.

5. To Minimize Disturbance and Danger to the Residents from Through Traffic within the Neighborhoods

   Build new streets and grade separations needed to take the through traffic around rather than through the residential areas. Where substantial traffic

volume is unavoidable provide traffic lights and other traffic controls to make it better for residents of the area.

6. To Reduce Existing Barriers and Avoid the Construction of New Barriers which Separate Parts of the Model Neighborhood and which Separate the Model Neighborhood Area from other Parts of the City

Speed up construction of grade separaters (Underpasses or overpasses) of railroads. Devise new connections across rail lines especially in and out of the tip of the Iron Triangle and North Richmond. Re-examine freeway proposals.

7. To Make the Model Neighborhood Area Attractive Looking

Adopt review procedures to improve looks of buildings. Add substantial landscaping. Underground utilities immediately wherever possible (Our eventual goal is total undergrounding).

C. SPECIFIC RECOMMENDATIONS TO IMPLEMENT GOALS

1. Community Buildings

a. North Richmond

The first community building space will be in the Shields Park Neighborhood facility now in the planning stage. The Model Cities Board and staff and neighborhood residents have been very involved in the planning of this facility.

In addition to this space, two other kinds of community buildings are desired in North Richmond, a gymnasium large enough for competitive sports events and office space for public services.

It is recommended that, if possible, a gymnasium be built as a regional facility in conjunction with other proposed regional facilities related to Wildcat Creek and San Pablo Bay. An appropriate location might be adjacent to the proposed ball park next to Verde School.

A new fire station is to be built in the Iron Triangle near Peres School. Near this site, and possibly so arranged that the fire department can assist with maintenance and supervison, additional community meeting room space may be desirable in the future because of the size and variety of the population in the Iron Triangle.

c. Southside

The proposed conversion of the Housing Authority Office to a Community Center will be a significant addition to the Southside neighborhood facilities. An application for the conversion, remodelling and furnishing of this building is about to be sent to Washington as part of a Housing Authority request for general rehabilitation of Easter Hill.

In the Easter Hill Project itself, a modulux has just been erected to replace the old shack used for a tenant meeting place for use for early childhood education classes. This is a major improvement. If, however, more facilities are needed or if the modulux proves to be unsuitable for dual use, consideration should be given to more permanent space -- perhaps by connecting a couple of dwelling units.

In the western part of the southside there is an existing Community Center next to Nystrom School. This should be replaced by a fully equipped district recreation center building as soon as possible. Along with immediate rearrangement of the land outside this building, this new building would help provide facilities for the educational demonstration program already approved at Nystrom School. Future replacement of Nystrom School by a new building is also tentatively recommended.

2. Community Outdoor Space

Tot lots sitting space for adults and play space -- gathering space for older children should be expanded in several ways:

a. Refurbish existing tot lots with special concern for new kinds of play equipment.

b. Add to vest pocket parks projects which have been started, including Wildcat Creek in North Richmond and 5th Street and Virginia in the Southside.

c. Support and evaluate experimental approaches such as the community play center program of People Pledged for Community Progress.

d. Add three or four new tot lots on leased or purchased land at appropriate locations.

e. Investigate and encourage leasing of vacant land to neighborhood groups for recreation. Help work out insurance coverage.

f. Approach the State Highway Department for more assistance in cleaning up and using Hoffman Freeway right-of-way, now one of the blighting influences.

g. Encourage pooling of backyards in connection with housing demonstration blocks.

h. Investigate practicability of "Street Corner - Sidewalk Park" as proposed by Center for Environmental Design in more detail.

i. Require builders of large scale housing developments to provide ample play space, child-care facilities, etc. Housing advisory councils can help obtain facilities by review of proposed projects.

3. Neighborhood Parks and Playgrounds

To be developed as follows:

a. North Richmond ball park next to Verde School. To be acquired and developed.

b. Lucas Park in Iron Triangle: To be expanded to provide a larger softball diamond and to be remodelled. (Investigation of Redevelopment as possible tool for land acquisition and development here is recommended. Neighborhood survey should be made as soon as feasible.)

c. Memorial Park in Iron Triangle: Remodelling is scheduled as part of downtown redevelopment project.

d. Strip Park in Iron Triangle: Make a detailed plan, acquire land and start developing by stages.

e. J. F. Kennedy Park in Southside: Complete development.

f. Waterfront across Cutting Boulevard adjacent to Southside at the head of Santa Fe Channel. Study feasibility and determine ways to connect it to Southside visually and for improved access. (See Regional Facility)

g. Small Waterfront Park near the end of South 10th Street adjacent to Southside: Determine the extent of neighborhood interest in this potential park. It should be acquired and developed. Extent of special Model Cities concern will depend on the pressure of other priorities. Acquire and, when this park is developed, add landscape treatment of South 10th Street -- public and private land to establish a pleasant ride to this small park.

h. Study potential offered by redesign of Hoffman Boulevard for recreation areas and open space.

4. Regional Facilities

The Model Neighborhood area is fortunate in its location adjacent to land with potential regional significance for recreation. Proposed projects include:

a. Santa Fe Channel - important as potential source of employment as well as of recreation - good fishing and boating. As location of boats to beaches of special importance to young people without cars. To act as tie between the Southside, Point Richmond and rest of Richmond. This facility will be economically and psychologically important if properly designed. Further studies should be made in connection with studies of the Point Richmond South areas, the Inner Harbor, etc. Planning should be coordinated with the Bay Conservation and Development Commission.

b. Wildcat Creek - San Pablo Bay

Recommend development of proposal with North Richmond residents and East Bay Regional Park District to be submitted to potential private funding sources. Include Regional Wildlife Study Outdoor Education Facility in plan.

c. Kellers Beach - Point Richmond Expansions - East Bay Regional Park District recommend support of the present plan and further investigation of lagoon idea suggested by Model Cities consultants.

d. Point Molate - recommend support with particular concern for (1) bike and pedestrian path, (2) bus service, and (3) eventual connection to North Richmond via Gertrude Avenue.

c. Wildcat Creek uplands: recommend support with proper connections - trails, facilities, activities, i.e., substantial organized use and overcoming of neighbors' suspicion and

resentment when children from the Model Neighborhood area use the area informally.

f. Point San Pablo Development - recommend support with road and bike connection to Gertrude Avenue provided.

g. Drag Strip--recommend support of dragstrip in area toward Point Isabel or wherever else City-wide racing enthusiasts recommend.

5. Cultural Activities

The Public Facilities Committee, many Board members and other residents have stressed the interest in expansion of cultural activities in the Model Neighborhood area.

The first need is for better space indoors and outdoors for performances, for practice and for arts and craft studies. In addition, to space, furnishings, supplies and staff will need to be increased.

The Richmond Library is operating an expanded cultural program with films and records at the State Service Center branch.

Other library program proposals are as follows:

a. Expand program to be provided at new Shields Neighborhood Facility.

b. When the strip park proposal is developed, replace museum elsewhere and use all of remodelled 4th Street Library for library programs.

c. Provide expanded library service with special attention to "study hall" needs of students and cultural appeal to whole community in connection with new community facilities in Southside (present Housing Administration Building).

The Parks and Recreation Department has a good overall cultural program, including arts, crafts, dance and symphony. Interest in expansion of these programs in the Model Neighborhood area has been expressed by the recreation leaders, the Symphony Association and residents. The efforts of existing groups, such as the Art Center, Richmond Symphony, etc. to move out into the community should be recognized and encouraged.

Various neighborhood organizations, including Neighborhood House, People Pledged for Community Progress and the Southside Center are building up cultural programs. These efforts of local groups should be encouraged and supported.

A special program with emphasis on minority cultural contributions and on early childhood education is proposed.

6. Improvement of Appearance

The drab appearance of the Model Neighborhood area is one of the major complaints.

The following measures, therefore, have a high priority:

a. Vacant Land: encourage building where possible, leasing for use or for recreation.

   Change ordinances to require more clean-up and care than present weed abatement ordinances.

b. New building and Remodelling: To insure improved visual quality with new building and to provide flexibility of design, request the Planning Commission to add a (Controlled Development) (CD) designation to zoning so that all building plans must receive design review.

c. Assistance in Developing Quality Design:

Encourage use of community design center services and other professional services offered to Model Neighborhood area residents.

d. Undergrounding of Utilities: Find ways to speed undergrounding of utilities within present system and investigate possibility of total undergrounding within 5 years.

e. Landscaping along Railroad Rights-of-Way:

Request railroads to supply material for landscape for all railroad rights-of-way in the Model Neighborhood area in connection with labor from Manpower funds.

f. Street Landscaping and Street Furniture:

Develop a complete plan for landscaping along major streets and for making street waste baskets, signs, benches, etc. distinctive and attractive throughout the Model Neighborhood. Investigate economic development possibilities in manufacturing street furniture.

g. Improving Block Appearance in Residential Areas: In connection with Housing Demonstration Programs, develop ideas for new fencing, improved front yard landscaping. Find assistance for those who cannot maintain their yards and strengthen ordinances and enforcement for landlords who do not maintain required landscaping.

h. Protection of Historical and Cultural Features: Save appropriate landmarks, buildings. Some specific suggestions are indicated in report from the Center for Environmental Design.

Proposed housing approach should help preserve some of the character and diversity of the older areas while eliminating drabness and decay.

7. Traffic

Hoffman Freeway: Since the Hoffman Freeway is scheduled to be built in the next 5 to 10 years, immediate study of design is recommended in order to reduce its effect as a possible barrier between parts of Southside and between Southside and Waterfront. As much as possible, the freeway should be elevated so that land adjacent in the right-of-way may be landscaped and land underneath may be used for parking and for active recreation (bikes) and pedestrian paths to improve access to recreation facilities etc. The State Highway Department should be immediately requested to clean up this area and, as soon as design studies are under way, to assist in developing immediate landscaping and temporary use of land for recreation and beautification.

For other traffic problems, further study is needed, with major concern for grade separations of rail and traffic and for immediate reduction of through traffic and truck traffic on 7th Street and Filbert in North Richmond.

Improvement of pedestrian connection especially from Iron Triangle to Downer School and then North Richmond to 13th Street along Market is needed.

SECTION 11.3: STRATEGY AND PRIORITIES

A. OVERALL STRATEGY

The location of the Model Neighborhood area is an asset. Its qualities are described in the Land Use Section. One of the major elements of Model Cities strategy should be the use of public facilities construction to:

1. Capitalize on the Model Neighborhood area location with waterfront and downtown cultural and recreational facilities so that residents become proud of where they live and visitors are attracted to the area.

2. Use recreational potential to expand employment and business opportunities.

Other strategic concerns include the use of public facilities to support and enrich educational, health and welfare programs, and maximum use of federal and city funds by adding block grant money in ways that will increase "federal" credits wherever possible.

B. TIMING AND PRIORITIES

The following table shows the proposed timing of public facilities projects. More detailed time tables and priorities will be developed in the 5-year forecast.

C. DETAILED PROGRAM PROPOSALS

Attached as Appendix 11-1 is a preliminary description of the proposed Children's Museum and Toy Lending Library project.

Appendix 11-2 is the report of the Center for Environmental Design, Planning and Development under separate cover.

Chapter 12 discusses the Youth proposal briefly.

TIMETABLE FOR PUBLIC FACILITIES PROGRAMS

TIME	PROGRAM
Immediately	-Request Redevelopment, City and Building Trades for assistance in the Early Childhood Museum Project.
	-Get Redevelopment Agency to assign Boilermaker Building to Model Cities Youth Program to be planned and operated by a Youth Model Cities Board.
Year 1	-Proceed with land acquisition and building items as scheduled in City Parks Capital Budget.
	-Start developing plans for a new Martin Luther King Community Building and remodel park to relate better to Nystrom School.
	-Use CEP and bonus urban beautification funds to start additional vacant lot "vest pocket park" programs.
	-Remodel present Housing Authority building as a Community Center Building for the Easter Hill part of the Southside area (application already into Washington D. C.).
	-Plan Strip Park in Iron Triangle and, if possible, start land acquisition.

TIMETABLE FOR PUBLIC FACILITIES PROGRAMS (CONT.)

TIME	PROGRAM
	-Re-examine and price all Parks and Recreation Budget Proposals including Iron Triangle Strip Park.
	-Assist in planning for proposed regional facilities as needed.
	-To improve Community appearance prepare ordinances as needed jointly with City Planning Commission and Building Department.
Year 2 and After	- Re-arrange City Capital Improvement Budget - with block grant supplements as needed to carry out full neighborhood parks and community buildings proposals within 5 year period.
	-Support and press for regional facilities especially those with educational or employment potential.
	-Expand beautification proposals.

APPENDIX 11.1

CHILDREN'S MUSEUM AND TOYLENDING LIBRARY

A. PROJECT DESCRIPTION

In our haste to modernize our cities, we have redeveloped whole areas, often destroying and completely erasing every memory of the past. We are leaving no legacy for our children, no grandfather clocks that chime the dinner hour and no bannisters to slide down.

The Children's Museum should have all of these things. It should be a place where children come to browse and touch and see, in a house, with a turn of the century appearance. The interior should reflect that atmosphere. When one enters and closes the door, one should have the feeling of being in another time and place. One of the main features of the Children's Museum will be a toy library where children can come to play with and borrow toys. Other features of the museum will include history and cultures of the Negro, Mexican, and Indian people.

The museum display should include such things as grandfather and cuckoo clocks, music boxes, gramaphones, old fashioned crank telephones, chimes, weather vanes, butterfly collections, picture viewers, lead soldiers, kaleidoscopes, porch swing, hand water pump, rock garden, corn patch, etc. The purpose of the Children's Museum is to preserve some of the history of Richmond for today's children, and to stimulate early childhood education. The emphasis on Negro, Indian, Mexican culture and history will exemplify their contributions to America. This, hopefully, will correct the false image of minority group people that is displayed in American history. The need for minority children to experience the feeling of pride and accomplishment and to know that their groups have made outstanding contributions to the development of their country is paramount in our overall effort to make social changes in the Model Cities neighborhood.

Need

It has been brought to the attention of the Model Cities staff by school psychologists, school community

workers, teachers and school museum counselors that children in the Model Neighborhood enter school one or two years behind because these children have not been encouraged or effectively stimulated in early childhood. This results in serious damage to their learning ability and mental health. We hope to establish in the Children's Museum a place where children can come and explore and be curious and be exposed to things that will stimulate their curiosity and maintain their learning interests.

We expect it to be a place where parents can come to learn to play with their children. The Children's Museum would be a contribution to the educationally deprived and an experiment in improving child welfare and to stimulate mental health and reduce mental retardation.

The racial composition of Negro, Mexican and Indian in the Model Neighborhood schools is 72% Negro, 6% Mexican, 3% Indian.

Facility

The house we have in mind for housing the Children's Museum is located on the corner of 13th and Nevin in the redevelopment project. We would like to have the house moved to the vacant land in the redevelopment area near 6th and Barrett. The costs involved in moving the house would be in the area of $3,000. We should approach a house moving company; perhaps they would be willing to move the house as a tax write off. The labor unions could also be approached about providing labor and funds to rehabilitate the building. The house is historically and architectually significant and should be preserved.

Major expenditures for physical reconstruction will include:

(1) the acquisition of land from the redevelopment agency

(2) moving the building

(3) rennovating the building, including built-in equipment

(4) equipment and furniture

Some of the expenditures and labor costs could possibly be in the form of donations, for instance:

(1) moving costs from a moving company

(2) labor for rennovation from building trades union

(3) materials and fixed equipment

(4) equipment and furniture

B. Minimum operation of the building would require at least the following kinds of expenses:

(1) Maintenance and utilities

(2) Minimum staffing to keep house open

(3) Bookkeeping and secretarial salaries

(4) Supplies

Sources of assistance might include:

(1) Public contributions

(2) Contributions of recreation and education organizations

(3) Volunteers drawn from interested groups

(4) Materials from toy manufacturers

(5) Publishing firms, etc.

It is intended that as soon as possible a program would be developed to operate the facility as a special project with multiple funding under two or more of the following sources. Project to include a director, 2 community educators, resource organizer and secretarial and bookkeeping, as needed.

B. PROGRAM OPERATION

The program we envision for this children's delight is a combination of a center with toys, exhibits, games, recreational and cultural programs - a drop-in center for the children and exhibits, cultural programs, programs and classes in childcare and early childhood education and individual child guidance assistance for mothers.

We believe that this could be a unique type of program which might have national significance as a means of reaching young children and their parents in order to improve their health, welfare and education.

Multiple funding would probably be required to operate such a project.

Possible sources of funding would be:

Program Title	Source and Leg.
Child Welfare Research, Training and Demonstration Projects	Children's Bureau
Arts and Humanities Research	U.S.O.E.
Mental Retardation	Division of Mental Retardation
Mental Health Research Demonstrations in Comprehensive Health Planning	Office of Comprehensive Health Planning and Development PL 89-749

Sponsorship

This proposal was reviewed in general terms by the Public Facilities Committee on July 26, 1968.

G.R.I.P. (The Greater Richmond Interfaith Program) has indicated their interest in sponsoring such a project.

Model Cities Program
Richmond, Cal.
Chap. 12 Programs for Youth
and Elderly
TABLE OF CONTENTS

CHAPTER 12: PROGRAMS FOR YOUTH AND ELDERLY

Page

A. INTRODUCTION 12-1

B. EXISTING ORGANIZATIONS SERVING YOUTH 12-1

C. PROJECTED YOUTH PROGRAMS 12-5

  1. Youth Services Bureau 12-5

  2. A Proposed Model Cities Youth Board and Youth Program 12-6

D. NEED FOR MORE PLANNING WITH THE ELDERLY 12-10

CHAPTER 12: PROGRAMS FOR YOUTH AND ELDERLY

A. INTRODUCTION

It is desirable to examine residents needs not only in terms of functional programs, health, education, etc., but in terms of the special needs of different segments of the population.

The youth and elderly have special requirements for housing, health, education, etc., which are all too often overlooked. Even when the needs are not overlooked, the voices of these groups are sometimes not heard over the voices of the more articulate.

This brief chapter is intended to establish the framework for expression of special needs and for appropriate action.

B. EXISTING YOUTH ORGANIZATIONS

Presently in the Model Neighborhood Area of the City of Richmond, there are many youth organizations and Youth Serving Organizations (a partial list is attached). In order to provide an over - view as to the nature of the programs that youth are involved in, a description of programs run by Neighborhood House, the Department of Recreation and the Southside Center follows.

1. Neighborhood House

Neighborhood House sponsors programs which are geared to serve an estimated 13,000 people who live below the poverty line in the Iron Triangle, North Richmond, Southside and Parchester. Programs include the following areas of service:

a. General youth activities - including recreation, arts and crafts, classes in health and hygiene, police - community relations services, study hall sessions, courses in black history and leadership skills.

b. Juvenile Delinquency Prevention

c. Employment Counseling including remedial education classes, test preparation, GED tutoring, job referral service

d. On-the-Job-Training Program

e. Neighborhood Youth Corps

f. Drama Workshop

g. Video Tape Communications Center

2. Recreation Department

In addition to its standard recreational programs, the Recreation Department staffs two clubs for youth. Both plan social functions. The Royal Ambassadors has 22 members and the Royal Esquires has 35 members.

Classes are offered for youth with 10-15 members per class in:

cooking
serving
body building
weight losing
Swahili

The Recreation Department has organized sports leagues with from 150-200 youth participating. It sponsors cultural excursions. It also operates Teen Town totally for youth and youth programs at other community centers.

3. Southside Center

Southside Center employs a youth organizer whose main function is to get young people "off the street" into some more constructive activity of their own choosing. He provides information on existing organizations and can also sponsor new clubs as the need arises. He is presently sponsoring three clubs of a social nature: The Hifidels has

has approximately 20 members from ages 16 through 27. The Afro American Society has 9 members from 9 - 13 years. A new club so far unnamed, has five interested new members. The organizer also functions as a liaison between the youth he serves and agencies whose decisions bear directly upon youth.

4. Youth Advisory Commission

The City of Richmond is presently in the process of establishing a Youth Advisory Commission.

The purpose of the Youth Advisory Commission shall be to serve as an advisory group to the City Council on matters affecting or concerning the Youth of the City. These matters may include recreation for young people, juvenile delinquency, youth summer employment, health and safety problems involving young people, or any other civic matter falling within the jurisdiction of the City in which youth have an interest. The primary duties of the Commission shall be to review those municipal matters referred to it by the City Council and to report its findings and make recommendations to the City Council. This will be a Commission composed of youth aged 15 to 20.

Organizations established purely as "part-time" youth serving organizations include:

1. Greater Richmond Youth Advisory Board (GRYAB)

2. The Cosmopolitans

A short description of one such organization, the Greater Richmond Youth Advisory Board, follows.

The Greater Richmond Youth Advisory Board was formed in 1966 to give adult support to youth in organizing their own clubs and groups. Active members include both professional and para-professional staff from city police,

recreation, human relations, county probation, California Youth Authority, State Employment, Neighborhood House plus private businessmen, attorneys, representatives of industries and fathers of neighborhood youth. Officers of youth clubs attend regular meetings and participate in deliberations of the Board.

The Greater Richmond Youth Advisory Board has sponsored and supported, speakers and activity planning: sponsored dances; assisted in summer camping programs and has co-sponsored city-wide youth programs.

5. Youth Groups

Young people in the Model Neighborhood Area have many groups and clubs with and without sponsors and with varying goals and functions.

A partial list of organizations with broad goals and community sponsorships includes:

1. Dynamic Youth Group (Staffed by the Probation Department)
2. Royal Ambassadors (Staffed by the Recreation Department)
3. Royal Esquires (Staffed by the Recreation Department)
4. Group sponsored by the Southside Center
5. Group sponsored by the Neighborhood House
6. Group sponsored by People Pledged for Community Progress, Inc.
7. Group sponsored by the Community Organization for the Spanish Speaking
8. The Black Panthers
9. Afro - American Society

10. Black Student Union - Richmond High School

11. Black Student Union - Contra Costa College

C. PROJECTED YOUTH PROGRAMS

Programs focused on youth needs are included or implied in program approaches outlined in Housing, Health, Public Facilities and recreational activities, Crime and Delinquency Reduction, etc.

The following programs are of a slightly different character, concentrating their attention on the groups to be served rather than a particular service to be provided.

1. Youth Services Bureau (See also Chapter 10, Crime and Delinquency Reduction)

   A proposal has been prepared within guidelines established by the California Youth Authority and the California Delinquency Prevention Commission. This program will be directed to all youth in the greater Richmond area who seek counseling services or who need an advocate to help deal with a problem involving other agencies. Service will also be available to persons referred to the Bureau from the Police Department and the Probation Department.

   The principal advantage of the Youth Service Bureau will be that these services will be available to youngsters before they are arrested, placed on probation or made wards of the court. In as much as the Bureau will serve all youth, not just pre-delinquent or delinquent youth, there will not be the stigma attached to the Bureau that is attached of official agencies which serve only offenders. This will give young people a chance to seek help before they plug into an official Correction Agency system, which could, in many ways, shape their future lives in a detrimental way.

2. A Proposed Youth Board and a Youth Program to be Sponsored by Model Cities

It has been the intent of the Richmond Model Cities Program throughout to give special attention to the needs and opinions of the community's youth membership and to include them at every step in the Program's decision-making process, as much as possible. There are three Youth representatives on the Model Neighborhood Citizens' Board, which is the overall policy-making body. In addition, a large number of current Model Cities staff positions are filled by local youth. In order to present the youth with an even greater opportunity to develop and put forth their own views and programs, however, we have begun to sponsor the establishment of an elected Youth Board, roughly parallel to the presently existing Model Neighborhood Citizens' Board.

a. Youth Board: Composition - Such a Youth Board is to be patterned along the lines of the Citizens' Board, with youth representatives from each of the youth organizations in the Model Neighborhood area. It will also have representation from the two high schools which serve Model Neighborhood Area residents, as well as from Contra Costa College.

Attached are lists of some existing youth organizations and some youth serving organizations. The Youth activities of Model Cities while independent need to have a coordinating role since this is a major ingredient in the total Model Cities operation. We need to figure out how to tie in and not duplicate other youth organizations and Boards.

b. Youth Board: Purpose - What role or function should a Youth Board fill, both within the Model Cities Program, and in the wider community itself? Model Cities is as much a program for

the benefit of youth, as it is for any other group. Most of the major programs being developed by Model Cities in Richmond have important bearing on the lives of Richmond youth and deal with problems of particular importance to them. We need only mention Employment, Delinquency and Crime Reduction, Recreation, Educational Services, and Public Facilities, to make this point very clear. Because these programs will greatly shape the pattern of opportunities and institutions which Richmond's youth will have to deal with, it is most important for them to have an active part now in shaping these programs.

Richmond's youth should know and be aware of what is being proposed in the Model Cities Program and how it will affect them. For example, one section of the Model Cities Employment proposal states:

> "...Our basic goal is to develop a comprehensive plan to prepare all of the youth of Richmond, with primary emphasis on the youth of the Model Neighborhood Area, for futher education and/or adequate, potentially upgradable employment".

How many Richmond teenagers know anything about this program, or even about Model Cities itself? Should they be finding out about it, or shoudd this program take shape in in isolation from them?

Conversely, the Citizens' Board, Model Cities staff and City and agency officials should know how the youth feel about various problems, and about the solutions being proposed. A Youth Board, serving as a sort of "youth -- for youth committee", could be the key element in opening up this kind of dialogue and exchange. Here is one major purpose

then, for setting up a Youth Board: it would provide a recognized forum for the expression of youth opinions, grievances, and proposals.

c. A Proposed "Youth Center " - In order to provide the Board with its own facilities and resources for undertaking a meaningful program of action, Model Cities staff has asked the Redevelopment Agency if it might be possible for them to buy and turn over the Boiler Makers building located within the Model Neighborhood Area to a Model Cities Youth Board. A modest budget would need to be provided. From this point on, the Youth Board would be on its own. It could undertake any program of action and community participation it should decide upon.

The Youth Board might choose to delegate the operations of the youth center to a separate group of officers, or it might run the center itself. The youth in the community will have to decide questions like this one, and also determine what sort of programs they would want to undertake. A good name would be needed for the "youth center", and decisions would have to be made about how they would fix it up.

The Program of the Youth Board and the suggested "youth center" would be entirely the creation of the members themselves. The following list of activities is given only to suggest the range of programs and activities that might be put into action:

- indoor recreation -- pool tables, records, cards, vending machines, etc.
- meetings of other organizations
- teenage night club or coffee house
- music rehearsal facilities/rock performances

- operation of a youth radio station
- music listening or "meditation" rooms
- community service projects
- job and college information center
- draft counseling service
- political literature library
- cooperative auto/motorcycle shop

d. Coordination: Another important function for the Youth Board - The Youth Board could serve as a coordination group for youth-oriented organizations in the community. The Youth Center could be the common meeting ground for all groups. It might also provide a central information center, with an information desk, 24-hour receptionists and extensive wall space for information and notes on bulletin boards.

The Youth component of a Youth Services Bureau would be one of its duties.

e. Concluding Notes ....

These are only ideas and suggestions -- the actual shape of the program will be the product of the community youth themselves ...

During preliminary meetings, the overall purpose of a Youth Board and "youth center", as well as all the details, are being discussed.

What we are aiming for is an organization that could come close to representing all the various youth groups and sub-groups in the area, both formal and informal. The more all-inclusive the Board is, the more

recognition it will get as the real voice of Richmond's youth. Richmond youth represent a powerful segment of the community, if they can organize.

D. NEED FOR MORE PLANNING WITH THE ELDERLY

1. Introduction

In the first years planning period, although we did not develop any separate programs for the elderly, programs were developed in recreation, social services and in housing that paid particular attention to the needs of the elderly. However, there are some existing programs in the Model Neighborhood Area for senior citizens. These programs include the Drop-In Center sponsored by the Richmond Recreation Department. The Hacienda Recreation Center, this program is under the sponsorship of the Old Americans Act, but is directed by the Richmond Recreation Department.

The Drop-In Center for the elderly is located in the renewal area and will soon be demolished, so this leaves the senior citizens with the problem of relocation in a permanent facility.

2. Services that can be made Available to the Elderly in the Model Neighborhood

The Assistance League of Southern California Family Service Agency is offering a counseling and referral service to the elderly. This service is administered through the California Commission on Aged and is operated with the Old Americans Act funds.

Another interesting program is the Twin Meals Program for senior citizens. In this program, an elderly person can receive two free hot meals. One meal would be for the individual and the other would be taken to an elderly person who is an invalid or cannot leave his home. This program is designed to provide the needed nutrition for the elderly person on a limited income who may not eat properly.

The I Was There Program is an innovative kind of program that involves the elderly and gives them a chance to contribute to the educational process. This program employs elderly people as historians in the elementary schools. Other existing programs includes the Foster Parent Program where elderly couples act as foster parents to children with problems or children who are on probation. These children are usually hard to place, so that an elderly couple can provide the child with a family and a normal home situation.

3. Planning Programs for the Elderly

In the next year's planning process, a committee comprised of senior citizens and the proper agency representatives concerned with delivering services to the elderly will be organized, to study the problems and the needs of the aged and to make the necessary changes where needed.

TABLE OF CONTENTS

CHAPTER 13 STRATEGIES, PRIORITIES & LINKAGES

Page

13.1 STRATEGY 13-1

A. INTRODUCTION 13-1

B. NEED TO BUILD COMMUNITY CONFIDENCE 13-2

C. NEED TO INCREASE TECHNICAL AND MANAGERIAL CONFIDENCE 13-3

D. NEED TO STIMULATE PURSUIT OF HIGHER EDUCATION 13-4

E. NEED TO RAISE ASPIRATIONS WITHOUT RAISING FALSE EXPECTATIONS 13-4

F. THE IMPORTANCE OF THE MODEL NEIGHBORHOOD AREA TO THE TOTAL ECONOMY OF RICHMOND 13-5

13.2 PRIORITIES 13-5

13.3 LINKAGES 13-6

STRATEGIES, PRIORITIES AND LINKAGES

Section 13.1 Strategy

A. INTRODUCTION

The introductory chapters and the chapters on specific elements of the life and environment of the Model Neighborhood area residents all indicated that the problems faced by the resident are the characteristics problems of race and poverty in an industrial urban community.

The numbers of elderly and physically disabled is slightly higher than in the overall population but even in this group, it is poverty and lack of marketable skills that sets them apart from the rest of the elderly in Richmond.

The residents want jobs, better houses, better education for their children, cleaner streets, more attractive surroundings, more convenient and friendlier health care, etc.

The basic problem is economic. With a good permanent job, most of the people could find the other things they seek, individually if not collectively. But jobs are scarcer for unskilled applicants - for non-English speaking - for black people - than they are for others.

With low irregular pay, the factory hand can't keep up his home maintenance and this adds to the unattractive appearance of his block. The uneducated woman on welfare doesn't feel capable of demanding more individualized instruction for her children. Discouragement is added to discrimination and to lack of work.

Richmond has no easy answers and, really, no answers different than those offered elsewhere. It does have the advantage of being a relatively small city and there are people in the wider community, black and white, who share the concern over the problems of the Model Neighborhood area.

B. NEED TO BUILD COMMUNITY CONFIDENCE

It appears that low income, discrimination and lack of opportunity breeds discouragement and that the resulting lack of self-confidence inhibits educational performance. Therefore, in order to break out of poverty, one of the first steps toward change must be the building up of self-confidence. The measures which will help change the image that Model Neighborhood area residents have of their ability to influence their own destiny are, in the main, the same measures that are needed to change the stereotype notions that too many middle class white groups have of the low-income residents.

These measures include:

(1) Placing more residents and more minority group members in positions of authority - as school principals, police officers, health care directors, etc.

(2) Establishing neighborhood advisory groups to consult with agencies on all new public services to be provided in the community; giving these groups policy-making voice and the technical assistance to exercise this voice. (In setting up various advisory councils, representatives from a broad economic segment should be sought. Duplication and cliques should be avoided. More poor people and more Black and Brown people who have achieved economic success should be brought into community activities.

(3) Making physical improvements that have some instant visibility, such as urban beautification programs, new community buildings, repaving of streets, new housing on vacant land, etc.

(4) Insisting on a high level of quality for facilities and programs and a rejection of structures or programs that look as if they were "designed for poor people."

Along with building up community self-confidence in the early stages of program effectuation, it is necessary to build confidence in the Model Cities Program.

Two main tactics are proposed:

(1) To explain programs in person and to try to reach a consensus in small groups as to what should be done so that people don't feel programs have been forced on them.

(2) To use incentives, rather than legal action, to achieve change. For instance, wherever possible, people will not be told they have to move but a better house will be shown to them and the economic barriers to renting or purchasing will be removed. Another example would be the coupling of free child care with expanded programs for early childhood education and child development training.

C. NEED TO INCREASE TECHNICAL AND MANAGERIAL COMPETENCE

Once steps have been taken to increase self-confidence and to build confidence in the Model Cities Program, the next major hurdle will be to increase the ability of the residents to participate in the improvement of the environment and in the expansion of services.

If residents are to fully participate in the job opportunities generated by Model Cities Programs, the level of managerial competence will have to be sharply and rapidly increased.

Model Cities projects should, whenever possible, be set up as relatively small independent operations, with central services available for bookkeeping, attorneys, major purchasing, etc. In this way, as many opportunities as possible can be provided for hiring and giving experience to managerial personnel. At the same time, these enterprises will not have impossibly large tasks. In addition, more risks may be taken in hiring because failure of one enterprise won't pull the others down with it.

Among other means which should be explored to increase managerial and technical skills, is the teaming up existing small businesses with successful local concerns. The liberal use of "under studies", young men and women in training for executive jobs, is another possibility.

For straight technical and vocational skills, formal education should be combined with on-the-job training whenever possible.

In general, every effort should be made to use projects generated by Model Cities as an opportunity to increase high level skills. Projects should not, however, be held up for lack of suitable top personnel.

D. NEED TO STIMULATE PURSUIT OF HIGHER EDUCATION

In the chapters on Education, Employment and Social Services, the need to encourage people who are capable of pursuing higher education was noted. Coupled with this is the need to get parents and students to understand that many jobs 20 years from now are going to require quite different skills than any that exist today. This can give the youngster from the Model Neighborhood area a break,for few parents from the Model Neighborhood area or the hills possess with the skills which will be required in the future. Model Neighborhood area youngsters with a will to learn can start closer to even with children from higher income families than they otherwise would.

Because of growing technological change the long-term emphasis is placed on education rather than immediate jobs.

E. NEED TO RAISE ASPIRATIONS WITHOUT RAISING FALSE EXPECTATIONS

The combination of constant exposure to television advertising and the feeling of being shut off from the white-upper income world have produced inaccurate notions of what kind of housing, community facilities, recreation opportunities, etc., are available and desirable.

Two basic tactics are recommended to insure that rebuilding will be good, not shoddy. One is to help the community leaders see and hear as much as possible about what is going on elsewhere. The various all-day tours and the trips of the Board members were a beginning attempt at this. The second tactic is to provide a wide variety of suitable choices to residents so they can see and learn for themselves.

F. THE IMPORTANCE OF THE MODEL NEIGHBORHOOD AREA TO THE TOTAL ECONOMY OF RICHMOND

The future of Richmond's economy is closely related to the Model Neighborhood area, both industrially and commercially. The residents of the Model Neighborhood area have stated that participation in policy discussions related to Economic development in the Model Neighborhood area and related areas including the downtown and waterfront will have a high priority in the Model Cities Program. It is of primary importance to Model Neighborhood area residents that they be able to directly benfit, in terms of employment and ownership, in future economic development.

Extremely important to the basic economic development of this area, and hence the City, is the improvement of public and private facilities and services, housing conditions and appearance of the Model Neighborhood area. These improvements must be made along with or, in many cases, prior to the economic changes and they must be directed at benefiting present area residents.

This is the key to any really permanent solution to Model Neighborhood area problems. It is also the key to the City of Richmond's long run economic and political stability.

SECTION 13.2 PRIORITIES

The separation of priorities and strategy is a difficult one to make.

The basic priorities, (1) Improvement in economic status and (2) Education as a pre-requisite to improved economic status, were spelled out in the previous section.

These two themes run through the choice of all program approaches whether in Education, Employment, Health, Housing, Relocation, etc.

In the public presentations and discussions, greatest interest has been shown in the Housing, Employment, Education and Health Programs. It seems likely, however, that if the large number of people on welfare were to speak up, the increase in welfare benefits for those who cannot be provided with a job would also be of great concern.

Development of budgets and discussion on use of the Block Grant will undoubtedly sharpen community expression of preferences regarding priorities. In considering priorities and financial outlay, the Model Cities Program cannot be viewed in a vacuum. Struggles around educational goals and expenditures in Richmond are in progress. The immediate job outlook for Model Neighborhood area residents is tied both to U. S. international policy and to recent changes in welfare legislation. Thus, the Model Cities Program is only a part of a larger picture. Its final specific priorities may be based on filling in gaps rather than on the greatest need.

The program approaches are so closely tied to each other, not only within a given program component, but across several, that it is difficult to pick out isolated programs and assign priorities to them.

For instance, storm sewers in North Richmond have a high priority in the eyes of North Richmond residents. But, even if they did not, street improvements should be made after storm drains. New housing on vacant lots will be much more desirable when these improvements have been made. New housing is needed to provide a stimulus to obtaining a loan for a small shopping place which is a part of our tentative economic development plan. Storm sewers thus become the means to achieve economic development.

The matter of priorities between projects will probably turn out to be less important than our ability to coordinate projects and to get the greatest possible mileage from every project through program linkages.

SECTION 13.1 LINKAGES

Linkages are of three general types:

The first is the direct link as for instance, the dependent relationships between putting in storm sewers and repaving streets;

The second is a piggy back type link as for instance, the possibility of using public housing lease option programs to permit young couples to lease a house while in school on a grant (part of the education program). They can then buy the house when they get out of school.

Home ownership for the young couple is a housing benefit and, equally important, it is an economic nest egg, at least in the present housing market.

The third key is the indirect link. For instance, increase of public assistance grants and elimination of the status of second class citizenship should have a beneficial effect on the children in AFDC families. With some of the adverse effects of welfare status removed, these children have a better chance to learn in school and, hopefully, to improve their chances for jobs.

There are probably too many kinds of links between programs to show them all in one chart. However, the chart on the next page attempts to identify the more important links and to show graphically the number of potential and likely links. This chart is diagramatic only, since each program element has several sub-elements, each of which could be added to the chart.

This chart also illustrates the complexity of the Model Cities Program. To get the most from the program, each of the many possible links should be kept in mind even if timing prevents exploiting all of them.

LINKAGE CHART showing how the PROGRAM COMPONENTS of RICHMOND MODEL CITIES COMPREHENSIVE PROGRAM relate to one another.

MODEL CITIES PROGRAM
RICHMOND, CAL.
Chap. 13
Chart 13-1 December 1968

The following linkage matrix relates the various program components to one another in a systematic manner. It is intended to help the reader grasp how a specific component directly and indirectly effects the other components. The matrix distinguishes two directions of effect: housing- land use and land use- housing. For example, to determine how the land use program directly effects the housing program, read from "land use" in the vertical column to "housing" in the horizontal column: "scattered vacant lots..." To determine the corresponding effect, read from "housing" in the vertical column to "land use" in the horizontal column: "new housing requires zoning flexibility..."

PROGRAM COMPONENTS	1. LAND USE	2. PHYSICAL IMPROVEMENTS	3. HOUSING	4. RELOCATION	5. EDUCATION	6. HEALTH	7. SOCIAL SERVICES	8. EMPLOYMENT	9. CRIME REDUCTION	10. PUBLIC FACILITIES
1. LAND USE	■	-litter control -vacant lot landscaping	-scattered vacant lots -adopt land use plans reflecting neighborhood needs.	-land availability aids relocation.	-marshland for nature study	-solid waste disposal		-jobs in downtown shopping area -waterfront recreation -solid waste disposal	-eliminate physical barriers which "fence youth in"	-exploit waterfront for recreation -joint flood control recreation project
2. PHYSICAL IMPROVEMENTS (including traffic)	-treat or remove existing barriers and avoid new ones.	■	-land improvements needed to stimulate home building.	-amount depends on freeway proposal.		-storm sewers, sanitary sewage treatment, street cleaning, litter control. -transportation to health facilities.	-morale builder -makes house keeping easier.	-operation mainstream -jobs in transportation	-street lighting	-restudy freeway proposal to improve right of way & access to waterfront -avoid barriers between residents & public facilities
3. HOUSING	-new housing requires zoning flexibility -housing demands will fill vacant lots.	-loans for housing to improve sidewalks, gutters, etc. -NDP (Neighborhood Development Program) includes physical improvements.	■	-meet relocation needs	-relates to school plant needs and integrating strategies. -vocational education in home building -adult education in home maintenance	-eliminate health hazards -special housing for special health needs	-special housing for the elderly	-jobs for MNA residents in construction and 221-H Program -housing corporation for economic development. -black/brown entrepreneurship	-recreation & child care facilities provided by new housing.	-tot lots & community space in new housing -senior citizens facilities
4. RELOCATION	-vacant land provides space for recreation	-stimulates new housing	-funds to pay for home improvements -instrument for "open" housing	■		-persons with health problems find suitable housing	-provides opportunity for offering social services	-stimulates home building	-heterogeneity reduces delinquent behavior pressures	
5. EDUCATION	-improved education stimulates racial & economic integration	-renovate or replace many education plants -school park strips	-quality of education effects housing demand		■	-food programs -learning diagnostic center -school as referral source for family health education & case finding -outdoor education	-life enrichment programs -adult basic education	-adult training programs -vocational education -higher education stipends	-delinquency prevention -learning diagnostic center -change suspension procedures	-facilities for adult education, outdoor education, community center, library study hall, children's museum. -Lincoln to Peres School park strip
6. HEALTH	-remove garbage dump	-free transportation to health facilities -environmental health program -street cleaning -sewage disposal -flood control	-health education creates sanitary habits.	-creates special relocation needs.	-learning diagnostic center -program for health aides -improved health leads to improved school performance	■	-health education for mother & child	-exploit health needs for jobs	-health education for drug & alcoholic addiction -communication & info~~nation center.~~	-locate health facilities as needed -learning diagnostic center in MNA
7. SOCIAL SERVICES (including child care)	-neighborhood offices		-increased grants permit improved housing		-adult training programs -expansion of pre-school programs -life enrichment program	-food supplement program -eligibility for medical services -child care centers to use information center for health	■	-increase income exemptions -social services in MNA to stimulate location of shopping center. -job development, vocational & gen. educ. for welfare recipients.	-expand protective services for children & aged. -establish family counselling service. -citizens' advocate unit.	-programs for recreation (incl. senior citizens), cultural activities, & adult education -operate child care drop-in centers -communication center to publicize activities
8. EMPLOYMENT	-black/brown entrepreneurship. -use of waterfront property -sponsoring major industry	-operation mainstream	-use employment program for housing rehabilitation.	-"open" housing made available	-adult basic education -vocational skills training -new careers -student grants to college and technical education students	-access to mainstream medical care	-direct support to child care -training programs for social service workers -access to paid social services	■	-change police procedures on records & bonding requirements -lack of jobs leads to blue collar stealing.	-use training programs (NYC, etc.) as assistance in recreational activities -group play yards
9. CRIME REDUCTION			-special half-way house	-increase receptivity to "open" housing	-Youth Services Bureau -learning diagnostic center	-half-way house supportive services -reduction of addiction	-consolidate probation & parole services -foster grandparent program & children's protective services -locate facilities in MNA & improve rehab. facilities for adults & children	-change employer's attitudes toward police -records & prevent exposure of records -arrest replaced with citations -release on own recognizance.	■	-support of delinquency prevention activities (gym, drag strip)
10. PUBLIC FACILITIES	-develop land for public use	-park strip next to raised freeway -leased tot lot development	-community building to supplement home space		-auditorium, arts & crafts facilities -outdoor education facilities	-space for well-baby clinic, multi-phasic, children's museum, toy lending library, learning diagnostic	-kiddy korrals, children's museum, toy lending library	-job opportunities in Santa Fe channel recreation area & all public facilities construction	-building of gyms, drag strips, etc. for rehabilitation	■

INSTITUTE OF GOVERNMENTAL STUDIES LIBRARY
109 PHILOSOPHY HALL
UNIVERSITY OF CALIFORNIA
BERKELEY, CA 94720

U.C. BERKELEY LIBRARIES

C101731882